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ANALYSIS OF THE PHILADELPHIA
COMPREHENSIVE PLAN:
ITS FORMULATION AND ITS APPLICATION
TO SPECIFIC PROJECTS

Charles F. Robinson

J. Ronald Williams

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ADDRESS BY THE PRESIDENT
OF THE UNITED STATES
TO THE CONGRESS
AT WASHINGTON, D. C.
JANUARY 8, 1863.

Mr. Speaker,

and

Mr. President,

I have the honor to acknowledge the receipt of your communication of the 27th inst., and in reply to inform you that the same has been forwarded to the proper authorities for their consideration.

"If we could first know where
we are, and whither we are tending,
we could then better judge what to
do, and how to do it."

-- Abraham Lincoln

ANALYSIS OF THE PHILADELPHIA
COMPREHENSIVE PLAN:
ITS FORMULATION AND ITS APPLICATION
TO SPECIFIC PROJECTS

by

Charles F. Robinson

and

J. Ronald Williams

Submitted in partial fulfillment
of the requirements for the degree of
Master of Science in Engineering from
Princeton University, 1963.

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PREFACE

The evolution and growth of our great urban centers have been well recorded in many places with pride, hope, a feeling of accomplishment, and flowery predictions for a bright future. More recently, since 1945, the image and form of the urban areas have undergone dynamic changes. Over seventy per cent of our national population now live and work in the urban agglomerations that have developed.

A new form of urbanization has taken place in less than two decades--a great urban sprawl of regimentated subdivisions covers the land, while the population of the central cities continues to decline.

This change has been brought about, in part, by our prosperity, increased birth rate, mobility, and advancing technology. While the urban agglomerations have had sharp rises in population, the larger central cities have had substantial losses. The American's desire for freedom of movement, air, light, and the "good life" has driven him from the discomfort, gloomy decay, and congestion of today's canyon and cave cities.¹ Further, the immigration of minority groups has in no small amount been a contributing factor to the exit of the middle- and upper-income groups.²

In the wake of new technology, new processes of manufacture, greater space requirements, an ever-growing interstate highway system, and truck transportation, industries have been freed from the

¹Wright, Frank Lloyd, When Democracy Builds (Chicago: University of Chicago Press, 1945), pp. 1-8.

²Editors of Fortune, The Exploding Metropolis (Garden City: Doubleday and Company, Inc., 1958), pp. 92-114.

city and the railroad. As a result, no city can feel secure in its economic base.

Once degeneration has started, and it can start quickly, it tends to feed on itself. Accelerating obsolescence applies to cities as well as to equipment.³ So acute is the problem that there are those who predict the death of our cities.⁴ Considering the magnitude of the problem, we have done little to prepare for it.⁵ There is now a growing recognition of these problems by scholars, government, and, in part, an awakened citizenry. Much has been written in recent years on the ways and means of curbing the great emigrations from the cities, of re-vitalizing the cities, of maintaining our centers of culture, of integrating the automobile into our changing society, of housing the rapidly growing population, and of solving all of the other multitudinous and complex problems of today's society and technology. There are, also, those cities with awakened government and hard-driving citizens' groups that are eagerly and relentlessly challenging these problems, and that are rebuilding and attempting a revitalization of their city. Philadelphia is such a city.

³Fiser, Webb S., Mastery of the Metropolis (Englewood Cliffs: Prentice-Hall, Inc., 1962), p. 72.

⁴Mumford, Lewis, The City In History (New York: Harcourt, Brace and World, Inc., 1961), pp. 555-60.

⁵Fiser, op. cit., p. 66.

In 1948, after two centuries of haphazard growth and decay, things were drastically wrong in Philadelphia. The city was rapidly choking to death on its own filthy slums, its tangle of traffic, its civic inertia, and its political corruption. Everybody who could afford to flee was moving out to the suburbs. Nobody was moving in except new candidates for the already-crowded relief rolls.⁶

Action was required--and action came about under forceful and persistent citizen demand. The city had to be revitalized, to be made a place of variety and delight, but this objective requires combined governmental and private action. It involves new types of zoning and building codes to maintain "minimum" safety and standards and broad planning. It can best be called community planning, though most generally is referred to as city planning, for its purpose is to bring public and private actions into a mutually creative relationship. Legislation can eliminate evils and establish minimums, but maximums in a free-enterprise economy can be achieved only by the proper combination of governmental and private action. Planning can no longer be confined to the provision of minimum community facilities, a zoning ordinance, and certain codes. More creative possibilities require a process by which the sum of public and private actions adds up to a pleasing living environment.⁷

⁶Havermann, Ernest, "Rebirth of Philadelphia," National Civic Review, 51 (November 1962), 538.

⁷Fiser, op. cit., pp. 65-66.

These supplemental actions require vision, direction, coordination, and communication, with assurances to private developers and investors (including the taxpayer) that their expenditures will be protected. This union of effort is obtainable through well-organized and constructive citizen groups, good government (with adequate tools), enlightened industry and business, far-sighted planners, and a living and imaginative comprehensive plan.

Philadelphians did not have these tools at hand in 1948; they did, however, set about to obtain them. They acquired a new Home Rule Charter, underwent extensive governmental reorganization (reform), and created and staffed planning agencies, boards, and a commission. They established effective communications between government and citizen groups, thereby creating a mutual respect for each other, and have made "planning" and "action" synonymous with "Philadelphia."

Philadelphia is said to be head and shoulders above any other city in devising a process sensitive to political, citizen, and technical control.⁸ The City Planning Commission has drawn a Comprehensive Plan which is said to be "such a model of efficient and sensible foresight that it is admired and studied by city planners everywhere."⁹

It is our objective to study and present the Philadelphia experience in establishing their planning process and formulating their comprehensive plan, as these pertain to the articulation of goals and physical planning for capital improvements and city betterment, and to examine the application of the comprehensive plan to

⁸Wallace, David A., "Renaissance manship," Journal of the American Institute of Planners, 26 (August 1960), 169.

⁹Haverman, loc. cit.

specific projects. The study will be couched in terms of an examination of: the organization for planning, including the Home Rule Charter, city government, boards and commissions, citizen and regional organizations, and early planning emphasis; formulation of the comprehensive plan, including basic considerations of plan preparation and implementation, and the features of the Philadelphia Plan; and, analysis of the application of the Comprehensive Plan to specific projects in the three years since its adoption, from May 4, 1960, to May 10, 1963.

Through these investigations, the major forces at work in city planning will be identified--those forces instrumental in bringing about planning, engaged in the planning process, and those that modify or limit plan implementation.

Princeton University
May 10, 1963

J.R.W.
C.F.R.

TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENT	iii
PREFACE	v
LIST OF FIGURES	xv
LIST OF TABLES	xviii

PART I--ORGANIZATION FOR PLANNING

Chapter 1	
INTRODUCTION	1
Chapter 2	
PHILADELPHIA HOME RULE CHARTER	4
Chapter 3	
CITY GOVERNMENT	8
City Council	9
The Mayor	10
Mayor's Cabinet	12
The Managing Director	13
The Director of Finance	14
The City Representative and Director of Commerce	14
The Development Coordinator	15
Chapter 4	
GOVERNMENT ESTABLISHED BOARDS, COMMISSIONS, AND COMMITTEES	17
Philadelphia City Planning Commission	17
Philadelphia Redevelopment Authority	22
Philadelphia Housing Authority	23
Urban Renewal Program Committee	24
Philadelphia Industrial Development Corporation	25
Chapter 5	
CITIZENS' ORGANIZATIONS	26
Citizens' Council on City Planning	27
Greater Philadelphia Movement	28
Philadelphia Housing Association	29

	Page
(Chapter 5 cont'd.)	
Chamber of Commerce	30
Old Philadelphia Development Corporation	30
West Philadelphia Corporation	31
Health and Welfare Council	32
Chapter 6	
REGIONAL ORGANIZATIONS	34
PenJerDel	36
Penn Jersey Transportation Study	36
Delaware River Basin Advisory Committee	38
Other Organizations	39
Chapter 7	
PLANNING EMPHASIS IN THE FIFTIES	41
PART II	
FORMULATION OF THE COMPREHENSIVE PLAN	
Chapter 8	
COMPREHENSIVE PLANNING	47
Study, Survey, and Data Collection	48
Assessing Requirements	51
Elements of the Comprehensive Plan	52
Comprehensive Plan, Flexibility and Implementation	57
Summary	61
Chapter 9	
PHILADELPHIA COMPREHENSIVE PLAN	63
Plan Development	63
Fundamental Objectives and Assumptions	66
Population	68
Economy	69
Parts of the Plan	75
Costs and Strategy	101
Summary	102

	Page
Chapter 10	
OBSERVATIONS ON THE PHILADELPHIA COMPREHENSIVE PLAN	104
Plan vs. Model Elements	104
Plan Application and Implementation	109
PART III	
APPLICATION OF THE COMPREHENSIVE PLAN TO SPECIFIC PROJECTS	
Chapter 11	
ANNUAL REPORTS ON THE COMPREHENSIVE PLAN	113
Land Use 1960-1980	113
Changes to Land Use Since May 1960	114
Source of Changes to the Comprehensive Plan	115
Redevelopment Generated Changes	118
Summary	126
Chapter 12	
U. S. NAVY CAPEHART HOUSING IN THE HARTRANFT REDEVELOPMENT AREA	129
Site Selection	130
Senate Subcommittee Hearings	133
Legal Considerations	137
Comprehensive Plan	139
Site Acquisition	142
Site Plans	145
Conclusions	148
Chapter 13	
PROPOSED SPORTS STADIUM	150
Existing Stadiums	150
Municipal Stadium Committee	154
Far Northeast Stadium Site	155
Mayor's Stadium Site Review and Cost Committee	158
Subsequent Action in Selecting the Stadium Site	160
Discussion	164
Chapter 14	
PROPOSED U. S. MINT AND THE MALL REDEVELOPMENT AREA	169
Environmental Deficiencies	172
Factors Leading to Urban Renewal Plan	176

	Page
(Chapter 14 cont'd.)	
Criteria and Plan for Redevelopment	179
Proposed U. S. Mint	184
Proposed Land Use	187
Observations	188
Chapter 15	
U. S. NAVAL HOME	191
Location	192
Historical Sketch	192
Mission and Use	195
Planning Evaluation	196
Discussion	199
Chapter 16	
ANTICIPATED CHANGES	203
Urban Renewal	204
Transportation	206
Zoning	210
Harness Track	212
Air Rights	212
Preston Retreat	213
Concert Hall and Coliseum	214
PART IV	
CONCLUSIONS AND IMPLICATIONS	
Chapter 17	
CONCLUSIONS AND IMPLICATIONS	217
Conclusions	217
Implications	225
APPENDICES	
A. SECTIONS OF THE PHILADELPHIA HOME RULE CHARTER PERTAINING TO THE PHILADELPHIA CITY PLANNING COMMISSION	230
B. DATA ON CHANGES TO THE COMPREHENSIVE PLAN FROM THE <u>REPORT ON THE COMPREHENSIVE PLAN, MAY 1960 - JUNE 1961</u>	234

APPENDICES (cont'd.)

C. DATA ON CHANGES TO THE COMPREHENSIVE PLAN FROM THE <u>REPORT ON THE COMPREHENSIVE PLAN, JULY 1961 - JUNE 1962</u>	245
D. PHILADELPHIA REDEVELOPMENT AREAS, APRIL 1963	261
E. LETTER FROM THE CHAIRMAN OF THE PHILADELPHIA CITY PLANNING COMMISSION TO MR. RICHARD C. BOND, CHAIRMAN OF THE MAYOR'S STADIUM SITE AND COST COMMITTEE, OCTOBER 6, 1961, FORWARD- ING THE PLANNING COMMISSION'S REVIEW OF POTENTIAL STADIUM SITES	267
F. ESTIMATED LAND DISPOSITION PROCEEDS, INDEPENDENCE MALL RENEWAL AREA	279
G. CITY OF PHILADELPHIA AND NAVY PLANNING COMPARISON	280
H. METHODOLOGY	286
BIBLIOGRAPHY	293

LIST OF FIGURES

Figure No.	Page
1. Executive Branch--Philadelphia City Government	10 .
2. Philadelphia City Planning Commission--Organization Chart	19
3. Philadelphia in 1800 (Urbanized Areas) and Philadelphia in 1854 (Political Boundaries)	70
4. Built-up Areas by Age of Development	71
5. Industrial Land Use--Southeastern Pennsylvania	73
6. Employment in the City of Philadelphia and the Standard Metropolitan Area--1956	74
7. Expected Employment in the City of Philadelphia and the Standard Metropolitan Area--1980	74a
8. Philadelphia Industrial Land Use Plan	76a
9. Philadelphia Industrial Zones	77
10. Industrial Renewal Areas	78
11. The Commercial Land Use Plan	79
12. Regional Shopping Center Plan	80
13. Intermediate Shopping Center Plan	81
14. Local Shopping Center Plan	82
15. Philadelphia Commercial Areas 1959	83
16. The Two Form Components of the Commercial Land Use Plan	84
17. Philadelphia Districts (Planning)	86
18. Proposed Districts and Communities	87
19. Philadelphia Library Plan	88
20. Philadelphia Recreation Plan	89
21. Philadelphia Park Plan	90

Figure No.	Page
22. Philadelphia Playground Plan	91
23. Philadelphia Playfield Plan	92
24. Residential Density Plan	94
25. Residential Land Use Plan	95
26. Residential Treatment Plan	96
27. Density--Its Basis in Urban Structure	97
28. Expressways (Completed and Proposed)	99
29. Rail Transit Plan (Existing and Proposed)	100
30. Redevelopment Authority Program, Location and Status of Projects, January 1962	119
31. Hartranft Redevelopment Area--Boundaries	132
32. Hartranft Redevelopment Area--Existing Zoning	140
33. Hartranft Redevelopment Area--Preliminary Site Plan	146
34. Stadium Site Study--Locations	152
35. Stadium Site Study--Center City Sites	153
36. Center City Redevelopment Area--Proposed Land Use	170
37. Center City Redevelopment Area--Land Use and Boundaries	171
38. Independence Mall Redevelopment Area--Boundaries and Existing Land Use	173
39. Center City Redevelopment Area--Illustrative Photographs	175
40. Independence Mall Redevelopment Area--Proposed Land Use	183
41. Philadelphia Census Tracts, locating Naval Home and Naval Hospital	193
42. Situation Plan, U. S. Naval Home	194
43. Changes in the Land Use Plan, May 1960 - June 1961	234
44. Capital Cost of the Comprehensive Plan--1963 to Completion	245

Figure No.		Page
45.	Location of Changes to the Land Use Plan, July 1961 - June 1962	247
46.	Location Philadelphia Redevelopment Areas, April 1963	261
47.	Shore Facilities Planning Chart (Navy)	283
48.	The Existing Land Use--Philadelphia, March 1960	307
49.	The Comprehensive Plan: The Physical Development Plan for The City of Philadelphia--March 1960	308

LIST OF TABLES

Table No.	Page
1. Land Use 1960 and Planned Land Use 1980 (Philadelphia)	114
2. Number of Changes in the Land Use Plan of the Comprehensive Plan, May 1960 - June 1962	116
3. Area of Changes in the Land Use Plan of the Comprehensive Plan, May 1960 - June 1962	116
4. Net Acreage of Changes to the Land Use Plan, May 1960 - June 1962	117
5. Sources of Changes to the Land Use Plan, May 1960 - June 1962	118
6. Changes to the Land Use Plan classified under Redevelopment Ordinances	120
7. Changes to the Summary Land Use Plan of the Comprehensive Plan, May 5, 1960 - June 29, 1961	235
8. Annual Review--Estimated Land Use Changes through Commission Action (in Acres), April 1960 - July 1961	239
9. Redefinitions of the Summary Land Use Plan of the Comprehensive Plan, May 5, 1960 - June 29, 1961	240
10. Errors in Drafting and Corrections to the Summary Land Use Plan, May 5, 1960 - June 29, 1961	242
11. Capital Cost of the Comprehensive Plan, 1963 to Completion	246
12. Changes to the Land Use Plan of the Comprehensive Plan, July 1961 - June 1962	248
13. Number of Changes in the Land Use Plan of the Comprehensive Plan, July 1961 - June 1962	252
14. Number of Acres Changed in the Land Use Plan of the Comprehensive Plan, July 1961 - June 1962	253
15. Corrections to the Land Use Plan of the Comprehensive Plan, July 1961 - June 1962	254
16. Number of Changes in the Land Use Plan of the Comprehensive Plan, May 1960 - June 1962	255
17. Number of Acres Changed in the Land Use Plan of the Comprehensive Plan, May 1960 - June 1962	256
18. Commission Actions in Support of the Comprehensive Plan, July 1961 - June 1962	257

LIST OF TABLES

Table No.	Page
1. Land Use 1960 and Planned Land Use 1980 (Philadelphia)	114
2. Number of Changes in the Land Use Plan of the Comprehensive Plan, May 1960 - June 1962	116
3. Area of Changes in the Land Use Plan of the Comprehensive Plan, May 1960 - June 1962	116
4. Net Acreage of Changes to the Land Use Plan, May 1960 - June 1962	117
5. Sources of Changes to the Land Use Plan, May 1960 - June 1962	118
6. Changes to the Land Use Plan classified under Redevelopment Ordinances	120
7. Changes to the Summary Land Use Plan of the Comprehensive Plan, May 5, 1960 - June 29, 1961	235
8. Annual Review--Estimated Land Use Changes through Commission Action (in Acres), April 1960 - July 1961	239
9. Redefinitions of the Summary Land Use Plan of the Comprehensive Plan, May 5, 1960 - June 29, 1961	240
10. Errors in Drafting and Corrections to the Summary Land Use Plan, May 5, 1960 - June 29, 1961	242
11. Capital Cost of the Comprehensive Plan, 1963 to Completion	246
12. Changes to the Land Use Plan of the Comprehensive Plan, July 1961 - June 1962	248
13. Number of Changes in the Land Use Plan of the Comprehensive Plan, July 1961 - June 1962	252
14. Number of Acres Changed in the Land Use Plan of the Comprehensive Plan, July 1961 - June 1962	253
15. Corrections to the Land Use Plan of the Comprehensive Plan, July 1961 - June 1962	254
16. Number of Changes in the Land Use Plan of the Comprehensive Plan, May 1960 - June 1962	255
17. Number of Acres Changed in the Land Use Plan of the Comprehensive Plan, May 1960 - June 1962	256
18. Commission Actions in Support of the Comprehensive Plan, July 1961 - June 1962	257

PART I

ORGANIZATION FOR PLANNING

Chapter 1

INTRODUCTION

City planning may be traced to antiquity. However, the practice of that ancient city planning has little in common with contemporary planning. Today's sophisticated city planning, while encompassing much that is art, involves the application of scientific principles and procedures--data collection, classification and analysis of facts--and the explanation of facts and development of a hypothesis.¹ While city planning can mean many things to many people, its purpose is to bring public and private actions into a mutually creative relationship; it is a means to an end--the welfare of the urban people.

The effectuation of city planning has evolved as a responsibility of government. As an agent of the people, the problem of government is to encourage the creation of a variety of facilities and environments so that the individual may have a wide range of choice at each stage of the life cycle. To achieve this there must be an intricate meshing of the public and private spheres. It is the task of governmental planning to help create the choices and to "guide" the public-private interactions. Individuals and individual citizens' groups alone are technically incapable of providing the range of choice required.²

¹McLean, Mary (Editor), Local Planning Administration (3rd Edition, Chicago: The International City Managers Association, 1959), p.1.

²Fiser, Webb S., Mastery of the Metropolis (Englewood Cliffs: Prentice-Hall, Inc., 1962), p. 124.

This planning is, of course, that with a long-range view to the physical form and character of the community which transcends the scope of administrative line planning--and should neither be confused with nor subordinated to it.³ In general, the time horizons of the planners outrun those of the administrators; administrators take a somewhat longer view than does the mayor; and the time horizons of Council are the shortest of all.⁴ The job of the planners then becomes (1) supplying the factor of adjustment and coordination among competing ideas, specialties, and pressures, (2) supplying the long-range view and counteracting the pressures of the moment, and (3) research and data gathering free from the pressures of the moment.⁵

A mandate for planning does not just appear; it must be created. The citizens of Philadelphia recognized this and further saw that it must take place within the framework of an active, responsive government. The local government must also have the powers to implement the planning program and to give impetus through capital improvements; otherwise, efforts in planning would be only academic. Largely through enlightened citizen action, Philadelphia was granted the local authority to implement planning and to establish a responsive government by the Home Rule Charter, approved April 17, 1951.

³Breese, Gerald, and Dorothy E. Whiteman (Editors), An Approach to Urban Planning (Princeton: Princeton University Press, 1953), p. 10.

⁴Brown, W. H. Jr., and C. E. Gilbert, Planning Municipal Investment (Philadelphia: University of Pennsylvania Press, 1961), p. 212.

⁵Bettman, "The Planning Commission: Its Function and Method," City and Regional Planning Papers, Cambridge: 1946.

It is our intention in Part I to present the legal basis for planning, the form of government that has evolved in Philadelphia, and to identify the citizens' groups that have been instrumental in bringing planning to Philadelphia, actively "watch dogging" the government and interpreting the needs of the city.

Chapter 2

PHILADELPHIA HOME RULE CHARTER

In the system of government that prevails in the United States, states have such powers as are delegated to them by the Federal Government, and cities have only those powers that the states delegate to them. Philadelphia's government has been organized under various charters and state legislative acts since 1701 and, until the existing Home Rule Charter of 1951, was organized under the Woodward Charter of 1919.

Under the Charter of 1919, and the Act of Consolidation of 1854 (which had expanded the city's limits to coincide with the county's boundary, and abolished the county's commissioners and transferred their power, in part, to city officers), the Council and Mayor performed the most important duties of county commissioners. They levied taxes, borrowed money and appropriated for the county as well as for the City. Funds went into a single treasury. The annual budget was for city and county purposes, and the mayor could veto ordinances dealing with county affairs. There were, however, various county officers performing limited functions in limited fields with little or no general discretion to provide for the safety, health, or general welfare of the inhabitants. It was impossible to modernize the government since it was firmly controlled by state constitutional and legislative acts.¹

¹Crumlish, Joseph D., A City Finds Itself--The Philadelphia Home Rule Charter Movement (Detroit: Wayne State University Press, 1959), pp. 73-74.

The Constitution of Pennsylvania required that eleven administrative county officers be chosen by popular election. A number of these officers performed duties in the city government, such as the county treasurer and county controller who served as city treasurer and controller, yet were not responsible to the mayor or council.² The government lacked direction, authority or powers in local matters. Philadelphia was neither a city nor a county, but a merged city and county. As such, laws for Philadelphia came from the legislature as laws for a city or county, but not for a merged city and county.³

The city government was in chaos. Philadelphia was referred to as "the sickest city in the land."⁴

In 1948, five of the most prominent civic agencies met to develop a legislative program for a home rule charter and true city-county consolidation. The Chamber of Commerce, Committee of Seventy, Bureau of Municipal Research, Pennsylvania Economy League, and Citizens' Council on City Planning carried their program through with the Committee of Fifteen, and the General Assembly approved home rule on April 21, 1949, by Public Law 665 which granted to Philadelphia the right to exercise all powers and authority of local self-government with complete powers of legislation and administration in relation

²Weintraub, Tina V., and Marjorie J. Apt, An Outline of Philadelphia's Government--1949 (Philadelphia: Bureau of Municipal Research, 1949), passim.

³Crumlish, op. cit., p. 74.

⁴Ibid., p. 20.

to its municipal functions. Thereupon began the drafting of the Home Rule Charter by the citizens of Philadelphia through the Charter Commission.

The Home Rule Charter was approved by the voters on April 17, 1951, by a majority of 120,701--a heavy vote in a special election.⁵ Of importance was the rejection of the city manager plan which the commission believed would be unsuitable because of the size of the city, its nature, tradition, election laws and the pattern of its political life.⁶ Put more positively, the Charter provided for the mayor-managing director concept of government, or "strong" mayor.

Since adoption of the Charter there have been a number of reviews and critical discussion and recommendations for its strengthening and the strengthening of the state constitutional act. It is not, however, our intention to pursue the pros and cons of constitutional legislation or of executive and judicial functions, but to indicate that changes in legislation may be required from time to time, to meet the complex requirements of today's society, to free urban government from interference of state legislature (which can no longer pass statutes for the city alone under home rule), to allow the streamlining of local government to provide efficient, timely service to the city, and to provide enabling acts for the effectuation of responsible

⁵Ibid., pp. 66-67.

⁶Ibid., p. 82.

planning.⁷ In this latter regard, it is particularly significant that the Philadelphia Home Rule Charter stresses the establishment of a city planning commission by placing it first in the commissions to be established, and makes mandatory the drafting of a comprehensive plan (officially to be known as the "Physical Development Plan of the City") and its transmission to the Mayor and Council.⁸

It is to be emphasized that neither Public Law 665, granting the right of home rule, nor the Home Rule Charter, establishing the city government and its functions, provides authority for the implementation of planned projects involving the acquisition of private property for development. The city must rely upon state legislative acts for property acquisition, urban renewal, and such other functions that may be vested in the public interest.^{9, 10}

⁷For review and evaluation of the Home Rule Charter and the Pennsylvania constitutional provision for home rule, see: Crumlish, op. cit., pp. 79-95, and Bureau of Municipal Research, Philadelphia and Constitutional Revision (Philadelphia: Bureau of Municipal Research and Pennsylvania Economy League, 1960), *passim*.

⁸Philadelphia Charter Commission, Philadelphia Home Rule Charter--Annotated--Adopted by the Electors April 17, 1957 (Philadelphia: City of Philadelphia, 1951), Section 3-100(e), p. 24, and Section 4-600, p. 59.

⁹Pennsylvania, Urban Redevelopment Law, P.L. 991 (as amended), May 24, 1945.

¹⁰For a general discussion of enabling legislation, see: McLean, Mary (Editor), Local Planning Administration (3rd Edition, Chicago: The International City Managers Association, 1959), pp. 23-39.

Chapter 3

CITY GOVERNMENT

Planning in any community will be only as good as its government. We have discussed in the preceding chapter the legal basis for reorganization of the city government as specified by the Home Rule Charter. The new government has been referred to as being of the "strong" mayor type; its main features are:

1. City administration is highly centralized under the mayor.
2. Each department is organized for a single basic service or other purpose.
3. The legislative and executive powers are separated.
4. Line departments responsible for the day-to-day operations of the city are directly responsible to the mayor through three directors.
5. Boards and commissions responsible for long range planning and/or policy formulation in specific areas are placed in a set-off position unencumbered by the pressures of day-to-day operations.

Philadelphia's government seems to fit quite nicely Fiser's specifications for dynamic government to meet the pressing problems of our urban areas today.

To meet today's requirements one must build bridges both legislative and administrative. Bridges between the citizenry and government, legislative and executive, between planners and private groups. . .these have first priority and the advantage of developing public understanding and agreement. . . . We value the autonomy of

local units and private groups and the separation of the legislative and executive functions. These values can continue to have vital meaning only if links are created between the units, groups and functions. Without linking it is almost impossible to reinterpret the meaning of. . . values creatively, in the light of technical, economic, and political change.¹

The Philadelphia City Government is diagramed in Figure 1.

City Council

The City council is the law making body of the city. Council is composed of 17 members--10 district members and 7 elected at large.

In general, council exercises broad powers of legislation and inquiry subject to the provisions of the City Charter, including such duties as, for example: Adopting ordinances and resolutions affecting the government and people of Philadelphia; conducting public hearings on proposed ordinances; adopting the annual operating budget ordinance, making appropriations in lump sums and according to certain classes of expenditure for each office, department, board or commission of the City and for certain non-city agencies; authorizing transfer of items after budget passage and approving certain emergency appropriation; ordaining such tax and other revenue measures as will, in the opinion of the mayor, yield sufficient revenue to balance the budget; adopting annually a capital program and a capital budget for physical development of the community; conducting inquiries and investigations in aid of its legislative powers and functions, and exercising the power of suppoena; regulating its own organization, work and members, including

¹Fiser, Webb S., Mastery of the Metropolis (Englewood Cliffs: Prentice-Hall, Inc., 1962), pp. 129-130.

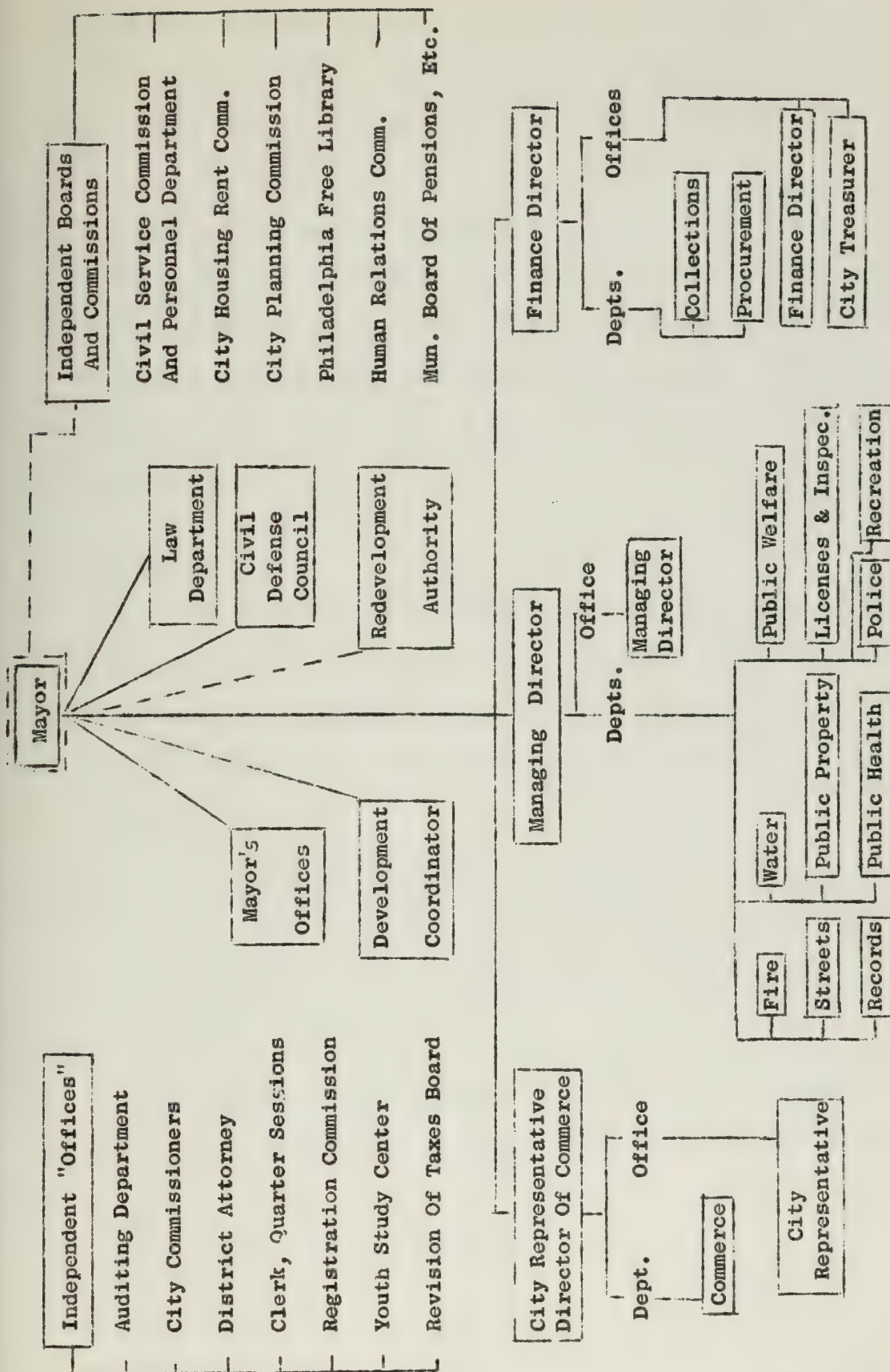


Figure 1

EXECUTIVE BRANCH - PHILADELPHIA CITY GOVERNMENT

Source: Harris, R. J., The New City Government, (Philadelphia : Office Of The City Representative, 1955)

election of a President and Chief Clerk; providing for a triennial audit of the manner in which the Auditing Department performs its functions; appointing jointly with the Mayor and the City Solicitor.

An enlightened Council is critical to any success of city planning, in particular to program implementation, since it is they who must pass the enabling ordinances or the capital budget, and capital programs. Also, in the prosecution of the urban renewal program, Council's ordinances declaring a given area as blighted are required prior to any action of condemnation or other means of property acquisition.

The Mayor

The mayor is the chief administrative official and the chief policy making official. A dynamic, strong mayor is essential to good government in the bridging of legislative, administrative and public goals and objectives, and in giving programs impetus in the establishment of policy.

Old-style efficiency and administrative ability is only one of the skills needed today. The modern mayor needs to be able to see the ramifications of a particular program in advance. He cannot wait until difficulties arise. He must anticipate and take them into account. . . . He must have a mentality which understands planning and research.²

Philadelphia was fortunate that its first two mayors under the reform government had a sincere appreciation of city planning and

²Fiser, op. cit., p. 106-7.

its urgency and essentiality. Senator Joseph Clark, when mayor (1952-1956), put the Planning Commission in a stronger position under the mandate of the Home Rule Charter in 1952. Clark initially was a strong pusher to catch up on the backlog of items the city needed, and emphasized health, recreation, housing and welfare requirements. Richardson Dilworth (mayor 1956-1961), recognizing a number of the fires had been put out in the welfare and housing area, gave emphasis to transportation planning for the city and its economic base, which had been rapidly dissipating.³ James Tate, previously President of City Council, has been Mayor since Dilworth's resignation in the fall of 1961 and unsuccessful candidacy for Governor of Pennsylvania. Mayor Tate has not as yet changed the emphasis set by Dilworth, except perhaps to accentuate the redevelopment plan for the central business district.

Mayor's Cabinet

The mayor's cabinet consists of the Managing Director, the Director of Finance, the City Representative and Director of Commerce, and the City Solicitor. The Cabinet meets with the mayor periodically to hear reports on the city government and to advise the mayor on policies and plans for community improvement as well as better city administration.

The Cabinet provides a significant link in the establishment of planning policy, since the members, other than the City Solicitor,

³Brown, W. H., Jr., and C. E. Gilbert, Planning Municipal Investment (Philadelphia: University of Pennsylvania Press, 1961), p.83.

are the Directors of administrative, finance and service departments of the city government and are, also, ex-officio members of the Planning Commission. These same three directors, together with the Development Coordinator, form a cabinet sub-committee, begun in 1957, whose function is to review the "big" projects--the large and lumpy ones that are trouble-makers in the capital budget.⁴

The Managing Director

The Managing Director heads the ten departments which perform essential services for the community. The service departments are Police, Fire, Water, Licenses and Inspection, Public Welfare, Records, Recreation, Public Property, Streets, and Public Health. With their attached boards and commissions, they account for 80 per cent of all city employees. Since their range of essential services is so broad, they also have a large stake in the annual capital budget and six-year capital program which is prepared by the City Planning Commission.

Coordination of programs is most difficult. There may be found a lack of perspective of other department heads and with the competence of the staff available. Good planning requires more than a central agency charged with planning. It requires a research mentality in all department heads. This requires more substantial knowledge of and interest in the problems and programs of the city generally than is usually found among department heads.⁵

Philadelphia has been fortunate in this respect. They have gotten top executives and department heads, commissioners and directors, and then provided them with the detail staffing required to

⁴Ibid., p. 72.

⁵Fiser, op. cit., pp. 102-3.

carry out an effective program. Brown and Gilbert found that, in recent years, the administration has settled down for the long run and that overhead management and project review have urged on departmental planning. One reason for pressure to do detailed planning in the departments was the recent Managing Director's conviction that most planning belongs in the line rather than with the Planning Commission.⁶

The Director of Finance

Grouped under the Director of Finance are departments responsible for duties primarily concerned with the handling of city funds. The director has immediate responsibility for the preparation of the City's operating budget and the furnishing of information to the city planning commission for preparation of the capital budget and program.

The City Representative and Director of Commerce

This is a dual title to a single position. As City Representative, he represents the mayor in public ceremonies and carries on public relations activities for the city government. This may, also, include promotion of the interest of the community at large.

Through the Department of Commerce, the Director carries on port functions, operates the city's two airfields, and promotes the

⁶Brown and Gilbert, op. cit., p. 65. They also advance the hypothesis that a vigorous planning commission will force planning, or some motion to that end, in the line in order to preserve initiative. For a detailed analysis of department planning, see pp. 32-67.

commerce and industry of the city. Since the port and air terminals of the city are important factors in its economic base and competitive position, the department has been successful in obtaining substantial efforts in these areas both in planning and in their share of the capital budget.⁷

The Development Coordinator

The improvement of channels of communication and consultation is one of the basic considerations in approaching metropolitan problems.⁸ This seems especially true with city planning. The Development Coordinator (formerly the Housing Coordinator) is in a staff capacity to the mayor and is responsible to provide for the mayor liaison with the various agencies and commissions dealing with planning, redevelopment and renewal. He also acts as the mayor's expeditor in getting projects moving, breaking road blocks, and in providing impetus when particularly expedient action is required to gain the advantage of the moment.⁹

The preview of the ubiquitous incumbent, William Rafsky, is given real perspective when it is acknowledged that he also wears the hat of Director of the Philadelphia Redevelopment Authority and currently heads the newly formed Urban Renewal Program Committee. This

⁷Brown and Gilbert, op. cit., p. 73.

⁸Fiser, op. cit., p. 129.

⁹For a more detailed outline of functions, see: Philadelphia Housing Association, A Citizen's Guide to Housing and Urban Renewal in Philadelphia (2nd Edition, Philadelphia: June, 1960), p. 87.

gives real sensitivity to planning and program implementation as an instrument of administration policy-making.

We have presented a brief explanation of those offices of the Philadelphia government that have the greatest impact or role in city planning. Every department and every official is, of course, affected by, if not actively employed in, the planning process. A number of independent boards and commissions, such as the Commission on Human Relations and the City Commissioners, are vitally interested in the planning program and may well influence the policy of the city government in planning and in program implementation.¹⁰

Further, it has not been our purpose to critically review the governmental organization or its incumbents, nor to compare it with a model, but to briefly identify the official forces at work in city planning within the Philadelphia line government.¹¹

We will now deal with those bodies outside the line framework of the city government.

¹⁰For a more complete description of government functions and purposes of officials, boards and commissions, see: Harris, Raymond J., The New City Government (Philadelphia: Office of the City Representative, 1955), a source from which we have drawn heavily throughout this chapter.

¹¹Those interested in an insight into the workings of the government in relation to administration and possible shortcomings, see: Crumlish, Joseph D., A City Finds Itself--The Philadelphia Home Rule Charter Movement (Detroit: Wayne State University Press, 1959), pp. 79-95. See, also, Banfield, Edward C. (Editor), "An Informal Talk With a Big City Mayor--The Chicago Home Rule Commission Interviews Joseph S. Clark, Jr., Mayor of Philadelphia," Urban Government (New York: The Free Press of Glencoe, Inc., 1961), pp. 453-62.

Chapter 4

GOVERNMENT-ESTABLISHED COMMISSIONS, AUTHORITIES AND COMMITTEES

Established either wholly or partially by the City Government, and charged with a specific role in City affairs, various commissions, authorities and committees play an important part in conducting the intricate business of administration. Certain of these are more directly concerned with City Planning, and it is of these we wish to deal in this chapter.

Philadelphia City Planning Commission

The Planning Commission, under the Home Rule Charter, is an independent city commission composed of nine members: six members appointed by the mayor, with the Managing Director, Director of Finance, and the City Representative and Director of Commerce as ex-officio members. The Planning Commission existed long before the Home Rule Charter, but dates its present form from a city ordinance in December, 1942, which was the result of pressure from a citizens' movement for City Planning.¹ The government reform under Mayor Clark in 1952 had two effects on the Planning Commission: First, it became a better instrument of administrative policy by the addition, as ex-officio members, of the Finance Director, Managing Director and City Representative. Second, the new charter gave the Commission a mandate to

¹Philadelphia City Planning Commission, Annual Report 1961, p. 7.

prepare a physical development, or comprehensive plan.²

Mayor "Barney" Samuel appointed Edward Hopkinson the first Chairman and Robert B. Mitchell the first Executive Director, as recommended by this citizens' movement, known shortly after as the Citizens' Council on City Planning. In 1949, Edmund N. Bacon replaced Mitchell as Executive Director and has remained in this post since. However, Hopkinson remained as chairman until replaced by Albert M. Greenfield in 1956 under Mayor Dilworth. In 1959, G. Holmes Perkins, the present chairman, replaced Greenfield.

It is important to note the individuals who have occupied key positions on the planning commission (and other agencies, for that matter), for much of the successful work of the commission is largely through the efforts of these individuals. The chairman is a prominent, influential citizen who lends prestige and power to the position, while supported by a professional staff capable of providing information needed to make decisions.

The Planning Commission is organized as shown in Figure 2. The basic duties of the Commission can be summarized as follows:³

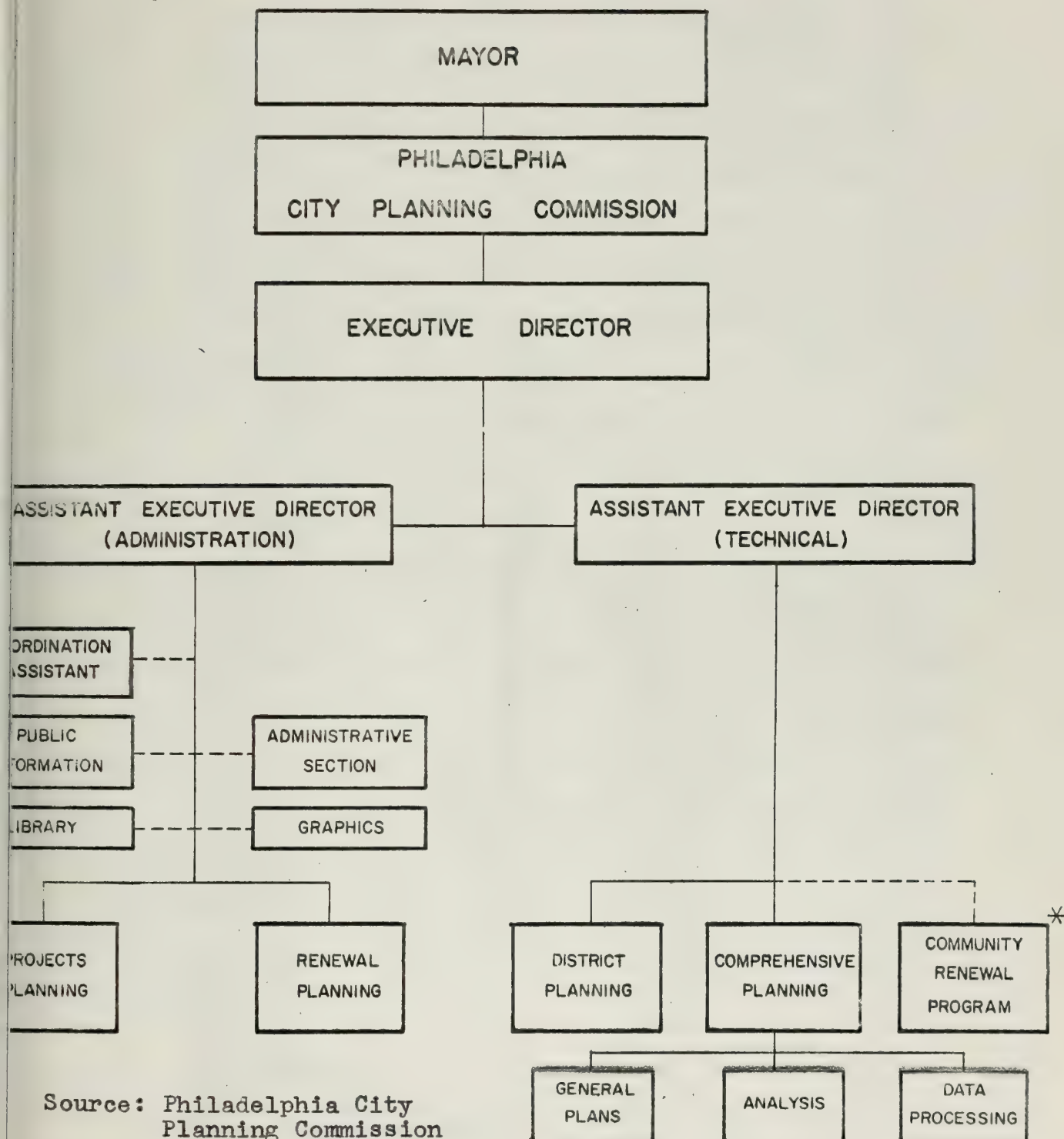
1. To prepare, adopt, and modify a Comprehensive Plan of the City, showing its present condition and planned future growth.

²Wallace, David A., "Renaissancemanship," Journal of the American Institute of Planners, 26 (August, 1960), 150.

³Philadelphia City Planning Commission, op. cit., p. 7. See, also, Appendix A for a summary of the sections of the Home Rule Charter dealing with the Planning Commission.

PHILADELPHIA CITY PLANNING COMMISSION

ORGANIZATION CHART



* SUPPLEMENTAL STAFF ASSIGNED BY REDEVELOPMENT AUTHORITY BUT UNDER TECHNICAL DIRECTION OF THE PLANNING COMMISSION

2. To prepare each year a Capital Program for the ensuing six-year period, and a Capital Budget for the ensuing year for consideration by the Mayor and City Council.
3. To make recommendations to City Council on all bills affecting the Comprehensive Plan, street plans, land subdivisions, capital program and budget, zoning ordinances, and the purchase or sale of city real estate.

These basic duties are then administered as follows:⁴

Renewal Planning Division--Prepares preliminary plans for transportation; prepares physical development plans, land subdivision designs, plans for specific areas, redevelopment area plans of certified areas; makes recommendations on project sites of the Philadelphia Housing Authority; prepares commission maps.

Projects Division--Prepares the six-year capital program and one-year capital budget for annual submission to City Council via the mayor, and maintains the records, reports and calculates the financial requirements of this program; prepares ordinances for zoning changes; reports on bills referred by City Council to the Commission (relating to both zoning and the physical development plan, capital program and the acquisition and sale of real estate); prepares information on underground utilities, engineering data in connection with highway plans, redevelopment plans and other projects; makes special studies as directed.

⁴Harris, Raymond J., The New City Government (Philadelphia: Office of the City Representative, 1955), p. 5.

Comprehensive Planning Division--Is responsible to prepare the physical development plan of the city; prepares a city land use plan; collects and analyzes data required to prepare a comprehensive plan including all the necessary basic studies; prepares data for certification of redevelopment areas.

District Planning Division--Is a recent division, established in June, 1962, to facilitate the preparation of District Plans. This embodies a finer study of land use than the Comprehensive Plan provided, and is to bridge the gap between comprehensive planning and project planning.

The Executive Director and his staff coordinate the work of the commission and its work in relationship with other operating agencies, both governmental and private. This includes the necessary liaison, record keeping, public relations, and other general administrative functions not assigned specifically to another division.

The Planning Commission has existed for twenty-two years, through two forms of government, three chairmen, and two executive directors. The role of the Planning Commission has changed from a weak to a strong position in planning affairs, together with a shifting emphasis in the planning program.⁵ Some feel that more recently the Planning Commission lacks the strength of membership it had in its earlier years and, together with some administrative developments, has

⁵For a discussion of the changing role of the Planning Commission, see Wallace, op. cit., passim.

resulted in a decline of the Commission's impact on the Capital Program.⁶ This observation, however, was before the Comprehensive Plan was published, and the Plan undoubtedly will affect the planning relationships still further.

Philadelphia Redevelopment Authority

The Redevelopment Authority is a municipally created authority outside the framework of the City Government. It was established by city ordinance in September, 1945, under the Urban Redevelopment Law authorizing the creation of such authorities.⁷ The Authority is composed of five members, serving without pay, appointed by the mayor. William L. Rafsky, the Development Coordinator, is also Director of the Redevelopment Authority.

The Redevelopment Authority is charged with acquiring land in blighted areas and slums, certified to it by the Planning Commission, to be then sold or leased for private or public redevelopment. The Authority works jointly with the Planning Commission and the Housing Authority in developing programs for urban renewal. The Authority carries out projects with and without Federal Assistance and is also responsible for the relocation of displaced persons, no mean task in itself.

⁶Brown, W. H., Jr., and C. E. Gilbert, Planning Municipal Investment (Philadelphia: University of Pennsylvania Press, 1961), p.95.

⁷Pennsylvania, Urban Redevelopment Law, P.L. 991 (as amended), May 24, 1945, section 4.

Philadelphia Housing Authority

The Housing Authority is another municipally created Authority outside the framework of City Government, created under the authority of the Pennsylvania Housing Authority Law of 1937. It, too, is composed of five members, serving without pay, two appointed by the mayor, two appointed by the City Controller, and the fifth member elected by these four.

The Authority is a public body with power of condemnation and tax exemption for the purpose of clearing slums and providing low income family housing. The Federal Government provides loans for the construction of this housing as well as an annual subsidy which permits the Authority to rent its dwellings to low income families. Although the property of the Authority is exempt from taxes, it has a voluntary agreement with the City and School District to provide \$500,000 a year in lieu of taxes.⁸

It is important for the Housing Authority to work closely with both the Planning Commission and the Redevelopment Authority, if its program in slum clearance is to be effective and in conformance with all other redevelopment efforts. The City Planning Commission makes recommendations on all the Housing Authority project sites so that, with the Comprehensive Plan as the guide, this coordination can be achieved.

⁸The Bulletin Almanac and Yearbook, 1963 (Philadelphia: The Bulletin Company), p. 313.

Community Renewal Program Committee

This new committee is composed of five members headed by Rafsky. The Committee is in charge of the Community Renewal Program which is a study to formulate a long-range urban renewal program for Philadelphia under contract to the Redevelopment Authority and the Urban Renewal Administration. The members of this Committee are:

William L. Rafsky (Chairman)	Development Coordinator
Edmund N. Bacon	Executive Director of the City Planning Commission
Francis J. Lammer	Executive Director of the Redevelopment Authority
Barnet Lieberman	Commissioner of the Department of Licenses and Inspections
Thomas McCoy	Executive Director of the Philadelphia Housing Authority

The Program is composed of the following work items:⁹

- A1 Analysis of Blight and Construction Data System
- A2 Social Profile Techniques
- C1 Inventory of Issues and Problems
- C2 Relocation Tolerances and Requirements
- C3 Analysis of the Comprehensive Plan as a basis for Urban Renewal Programming
- C4 Governmental Structure and Organization for Urban Renewal
- E1 Analysis of Economic Factors
- E2 Public Funds Available for Urban Renewal
- E3 Development of District Programming Techniques

⁹Philadelphia, Community Renewal Program, Bulletin Number 1 (Philadelphia: May 31, 1962), p. 2.

Under work item C3, a work group on the staff of the Committee is exploring data in the Planning Commission as the first step in a study designed to quantify in balance sheet form the recommendations of the Comprehensive Plan in terms of dollars, acres and people in relation to land use.¹⁰

Considering its membership and work program the whole aspect of Comprehensive Planning may be given a new point of departure in Philadelphia in a few years.

Philadelphia Industrial Development Corporation

Formed in 1957 jointly by the City of Philadelphia and the Chamber of Commerce as an official industrial development agency for the city. Its board of directors is composed of thirty members; seven are ex-officio City-appointed members, eight are appointed by the Chamber of Commerce, and these fifteen form the executive committee. The remaining fifteen members are then selected jointly by the City and the Chamber of Commerce.

Acting as the City's agent for industrial development, its functions are: to market private industrial properties and vacant city-owned land held in an "Industrial Land Bank"; to make studies and recommend location for spot clearance of blighted land to permit the expansion of industry and for off-street parking; and to organize financial resources to facilitate industrial development.¹¹

¹⁰Philadelphia, Community Renewal Program, Bulletin Number 2 (Philadelphia: June 26, 1962), p. 1

¹¹Philadelphia Housing Association, A Citizen's Guide to Housing and Urban Renewal in Philadelphia (2nd Edition, Philadelphia: June, 1960), p. 93. For a discussion of the procedures in acquiring land by the PIDC, see Wilhelm, Paul A., "Industrial Development Planning," Journal of the American Institute of Planners, 26 (August, 1960), pp. 216-22.

Chapter 5

CITIZENS' ORGANIZATIONS

The decade of the 1950's saw the rapid growth of citizen interest, organization, and action on the urban scene. This citizen action was stimulated, on the one hand, by the decay of our central cities and, on the other, by the problems of metropolitan growth. Citizen actions began slowly as the decade opened, but was "torrential" as the decade closed.¹ However, citizen participation in Philadelphia precedes the 1950's, and this early participation has been largely responsible for placing Philadelphia in the forefront of city planning.

Citizen participation is, of course, varied in its approach and purpose. Pomeroy identifies thirteen types of public participation in city planning, and points to Philadelphia's citizen activity in initiating planning as having led to the present set-up, one of the best in the country, after a long period of planning sterility.²

Aaron Levine, in "Citizen Participation," gives a good account of the citizens' part in city planning in Philadelphia.³ He notes their involvement at many levels of planning, and that this involvement and support has permitted City Council to approve the passage

¹Fiser, Webb S., Mastery of the Metropolis (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1962), p. 131.

²Breese, Gerald, and Dorothy E. Whiteman (Editors), An Approach to Urban Planning (Princeton: Princeton University Press, 1953), pp. 25-35. See, also, Fiser for a "model" organization of citizens' groups and discussion of their approach to betterment of the metropolitan scene. Fiser, op. cit., pp. 141-50.

³Levine, Aaron, "Citizen Participation," Journal of the American Institute of Planners, 26 (August 1960), 195-200.

of every major planning proposal brought before it during the past seventeen years. Also, that we find for each public agency in housing, planning, and renewals, there is a counterpart of a private agency established to watchdog and support the public agency.

Citizens' Council on City Planning

After the victory of having the Planning Commission established in 1942, the citizens' group formed a watchdog agency to look after the new public agency. This resulted in the Citizens' Council on City Planning, which is a reviewing and consulting body representing over 150 civic, professional, business and neighborhood organizations. Since then, the CCCP and other citizen groups have reviewed almost every major planning proposal for Philadelphia.

The primary purpose of the CCCP is to provide a means of two-way communication between the Planning Commission and its members. By so doing, it enlists the interest, support and actual participation of these groups in City Planning. It organizes and sponsors activities in which the citizen may participate in the planning process at several different levels: in neighborhood committees, in a larger geographic area organization, and in a city-wide advisory group.⁴

An outstanding example of the CCCP in action is its annual review of the Capital Program and Budget.⁵ This capital program

⁴Ibid., p. 196.

⁵For an excellent account of CCCP participation in the Capital Program, see, Brown, W. H. Jr., and C. E. Gilbert, Planning Municipal Investment (Philadelphia: University of Pennsylvania Press, 1961), pp. 114-25

evaluation is not a duplication of the Planning Commission's work, but, rather, a careful review and support of it by a completely independent citizen group. Because of this vigorous review, the long-range planning, and education of the citizens, there is wide public support for the elements of the program.⁶

Greater Philadelphia Movement

The GPM was founded in 1948 by some of the major industrial, financial and commercial leaders in the Philadelphia area and is financially supported by its members. It is considered one of the most important organizations in the Philadelphia area concerned with general development and improvement of the region. The GPM does not use a preconceived program; instead, it picks a particular problem and works in that area.⁷

It has been involved in port improvements, highways, city pensions, water resources, and historical areas of the city, but perhaps its most noteworthy work has been the promotion of the Home Rule Charter, leading to the reform of the City Government, and the conception of the idea of the Food Distribution Center.⁸ The Food

⁶Ballam, Samuel H. "Philadelphia Renaissance," Trusts and Estates Magazine (January 1961), p. 25.

⁷Regional Plan Association, The Handling of Metropolitan Problems in Selected Regions, findings of a six-month study of metropolitan organization (New York: April 1958), p. 75.

⁸Haverman, Ernest, "Rebirth of Philadelphia," National Civic Review, 51 (November 1962), 538-42.

Distribution Center was pushed through by Harry W. Batton (of N. W. Ayer) to clean the area around Philadelphia Square and his headquarters.

The whole process of getting the Food Distribution Center through the [Planning] Commission, the Redevelopment Authority, and the City Council was the neatest bit of arm-twisting and influence-peddling that Philadelphia had seen in a long time. Because the people involved were extremely respectable and eminently qualified to know what they were talking about, they were able to get away with it.⁹

The GPM is reported to have had its birth when a prominent business leader remarked to his colleagues at lunch, "What is wrong with the city--is us."¹⁰

Philadelphia Housing Association

Formed in 1909 and supported by the United Fund, the PHA's primary interest is the improvement and enforcement of housing standards. Its functions are investigating the causes of housing problems, recommending housing and urban renewal programs to make Philadelphia a better place to live, working with citizen groups and public agencies to see that these programs are carried out, serving the entire community as an information center on housing questions, and conducting an educational program to forward urban renewal.¹¹

⁹Wallace, David A., "Renaissancemanship," Journal of the American Institute of Planners, 26 (August 1960), p. 168.

¹⁰Haverman, op. cit., p. 538.

¹¹Philadelphia Housing Association, A Citizen's Guide to Housing and Urban Renewal in Philadelphia (2nd Edition, Philadelphia: June 1960), p. 93.

The PHA has been active in technical, consulting and advisory work; in research, public education, and the advocacy of public policy; and as a watchdog agency with respect to government. They were influential in securing the State Housing Code of 1915, the City Zoning Ordinance of 1933, and City participation in the Federal Public Housing Program of 1937; and in 1954, at the request of the City, they drafted a new city housing code which was adopted in 1955.¹²

The PHA is also a member organization of the CCCP and the Health and Welfare Council.

Chamber of Commerce

A large organization of most of the business interests of the city, composed of a Research Council, Industrial Bureau, Civic Development Bureau, Port Bureau, Wholesale Council, Advisory Committee on Traffic, and others,¹³ the Chamber of Commerce, as mentioned previously, was instrumental in launching the PIDC, and is a member organization of the CCCP.

Its functions include promoting industrial progress, developing trade, and working to create attitudes favorable to these goals.¹⁴

Old Philadelphia Development Corporation

Founded and directed by top financial, commercial and industrial leaders of Philadelphia, the OPDC was formed to deal with problems in

¹²Brown and Gilbert, op. cit., p. 137.

¹³Regional Plan Association, op. cit., p. 77.

¹⁴Philadelphia Housing Association, op. cit., p. 93.

the older, more historically important, section of the City, that section east of City Hall including much of the Central Business District, the State Mall, and the Society Hill urban renewal area.

Although not specifically formed for industrial development, Wilhelm sees it affecting industrial development in two important ways: (1) Through the active participation of its big board of directors, it has added a broad spectrum of business support to the planning process in the city, and (2) it has accelerated the planning of commercial and residential land in the oldest part of Philadelphia, adding considerably to the pressure for relocation of the numerous industries situated in those areas.¹⁵

West Philadelphia Corporation

Formed by the University of Pennsylvania, Drexel, and two medical schools to maintain West Philadelphia as a great educational, medical research, and cultural concentration.¹⁶

Its functions are the protection, rehabilitation, and further development of residential areas enhanced by adequate schools, churches, recreational facilities, and public services; and the preservation and attraction of educational, cultural, health, and professional institutions of the highest order.¹⁷

Here again we see an organization formed to concern itself with the problems of a particular area of the city.

¹⁵Wilhelm, Paul A., "Industrial Development Planning," Journal of the American Institute of Planners, 26 (August 1960), 217.

¹⁶Carlson, David B., "Profit in non-profit renewal," Architectural Forum, 114 (February 1961), 167.

¹⁷Philadelphia Housing Association, op. cit., p. 93.

Health and Welfare Council

An association of various social agencies, founded in 1946, and also a member organization of the CCCP, it engages in health, welfare, and recreation planning with agencies, citizen leaders, and communities in the City and surrounding Counties; promotes the development, coordination, maintenance and public understanding of official and voluntary health, welfare, and recreation services; promotes inter-agency cooperation; studies programs, policies and procedures, and promotes improvement in standards of agency operation; provides consultation to member agencies and to regional and neighborhood citizen groups.¹⁸

This organization by its nature is closer to the "grass-roots" and is considered an action agency.¹⁹

This, then, is representative of the public-private relationship in the Philadelphia Planning Process, although not all-embracing. It does illustrate the many channels of communication that have been recognized as essential to effective and accepted planning.²⁰ How

¹⁸Ibid., p. 90.

¹⁹Brown and Gilbert, op. cit., p. 131.

²⁰Fiser stresses this importance and further notes, for example, that a number of cities came to understand the need for a public-private partnership when they took a hard look at the problems of their downtown areas. Cooperation is somewhat easier to achieve here because downtown businessmen are relatively few in number and already organized. Fiser, op. cit., p. 77.

representative of the citizens is this citizen participation, is not a question we will pursue.

Philadelphia citizen organizations have developed a considerable amount of face with four rules of thumb seeming to guide their work:²¹

1. They avoid taking on fights they have little chance of winning.
2. They work out policy with member groups rather than trying to impose it.
3. They avoid antagonizing officials when they can avoid it.
4. They are less than zealous in taking credit for victories.

This approach, together with the active participation of businessmen, industrialists, bankers, professionals, universities, labor, neighborhood groups, etc., is the basis of the successful participation of citizen groups in Philadelphia.²²

²¹Wallace, op. cit., p. 172.

²²Ballam, in regard to citizen support, observes that "in a democracy, agreement is not essential; participation is." Ballam, op. cit., p. 24.

Chapter 6

REGIONAL ORGANIZATIONS

In planning for transportation, water resources, sewage disposal, housing, port development, and economic base, city plans will be affected by national, state, and regional influences, and city participation will be required in these areas in various degrees and through many different channels to adequately maintain their interests.

The programs and agencies of the federal government play an important role in the planning considerations and program implementations of the city. The federal government provides a great number of statistics and basic data such as census data, industrial and business statistics, geological and climatological information, to mention only a few.

Federal studies, recommendations, and regulation in the field of transportation (rivers, harbors, highways, and airports), public transportation rate and route control, and natural resources are variables with which the city must contend. The possible establishment or disestablishment of government installations within the city have an impact on the economic base of the city and on its required facilities--homes, schools and utilities.

Of somewhat more recent importance is the federal legislation of 1949 and Congressional amendments in 1954 and 1959 providing federal assistance in urban renewal, but at the same time exerting control

through the consideration of applications for assistance.¹

Various state agency programs are of vital importance to the city. Planning for bridges, expressways and other vehicular routes, reservations, public buildings, etc., by the State Planning Board, and project implementation by other agencies such as the State Highway Department, do not necessarily have to conform to city plans within the city boundaries, and much less in the fringe areas which are also of concern to the success of the city's planning and capital expenditures.²

Although this is but a brief notation of federal and state influences, it does illustrate their main areas of consideration. The City has little control over the decisions of federal and state legislatures and agencies, except through the formal lines of communication, through bodies in which the city participates in treating certain common problems, and/or through such political pressures and influences as they may bring to bear.

In a report by the Mayor to the Housing and Home Finance Agency, he indicates the City is participating in ten different regional, area, or metropolitan planning programs.³ It would be well to look closer

¹For a brief discussion on the Urban Renewal Program, see: Smith, Herbert H., The Citizen's Guide to Planning (West Trenton: Chandler-Davis Publishing Company, 1961), pp. 76-83.

²For a brief discussion of the functions of the State Planning Board, originally approved by the governor on June 30, 1936, see: Bassett, Edward M., The Master Plan (New York: Russel Sage Foundation, 1938), pp. 127-29. For a general discussion of State planning, see: Report of the Committee on State Planning, American Institute of Planners, "State Planning: Its Function and Organization," Journal of the American Institute of Planners, 25 (November 1959), 207-13.

³Philadelphia, Mayor, A Review of Progress Under the Program for Community Improvement (Workable Program) (Philadelphia: April 16, 1962), p. 5.

at some of those organizations that have a more profound or immediate influence on city planning.

PenJerDel

This is a corporation that combines civic and academic interests in the region, by joining of fifteen colleges and universities with one hundred civic organizations into a group whose purpose is to encourage research into regional problems from Trenton to Delaware. This research is to be conducted principally at the colleges and universities in the region, then to disseminate information and research findings to the citizens and, in particular, to those responsible for the private and governmental decisions affecting the region's future.

The group is financed by a \$900,000 Ford Foundation grant to be eventually matched by local sources. Projects can be considered in any field as long as it related to urban-regional affairs; however, the Ford Foundation stipulated that PenJerDel stay out of planning.⁴

Penn Jersey Transportation Study

Organized originally in 1957 by the counties and two states of the Philadelphia-Camden-Trenton metropolitan region, its purpose is to develop a plan and program of the transportation facilities of the region. This reflects a "Total Transportation" concept that recognizes the interdependence of urban land development or land use and transportation.

⁴Wallace, David A., "Renaissancemanship," Journal of the American Institute of Planners, 26 (August 1960), 167. For a good account of PENJERDEL, see: Bodine, John, "Penjerdel: A Partnership," Journal of the American Institute of Planners, 26 (August 1960), 201-04.

One published objective is to develop a coordinated transportation plan meeting the anticipated needs of 1985, and which will promote a desired pattern of regional development.⁵ This is a very ambitious plan, but the sights of the planners have definitely been lifted.

The interesting aspect of this study is the extensive data-collecting surveys and computer application in processing and analyzing data. The computer will process the data and, among other things, a model will be developed on which alternate transportation and growth patterns can be simulated, using a varying set of assumptions.

Mitchell feels this idea will have a revolutionary effect on planning methods.⁶ He feels it is a way we may estimate the future range of choice in land use patterns, and also estimate the probable effects of this or that set of policies. At the present time, he says, there is still a question of whether the model will work, but the results are still a great improvement over current practice because more factors are taken into account.

Aside from the information which will become available to the Philadelphia planner, we see the beginning in the use of a modern tool--the electronic computer--to process and analyze rapidly huge volumes of

⁵For an account of the Penn-Jersey Study, see: Rannels, John, "Transportation Planning," Journal of the American Institute of Planners, 26 (August 1960), 186-94; and Fagin, Henry, "The Penn Jersey Transportation Study: The Launching of a Permanent Regional Planning Process," Journal of the American Institute of Planners, 29 (February 1963), 9-18.

⁶Mitchell, Robert B., "The New Frontier in Metropolitan Planning," Journal of the American Institute of Planners, 27 (August 1961), 172.

data that in the past collected in so many file cabinets.

Delaware River Basin Advisory Committee

This group consists of an appointee each by the Governors of Pennsylvania, New York, New Jersey, and Delaware, and by the Mayors of Philadelphia and New York City. Its primary purpose is to make recommendations for the proper control and utilization of the resources of the Delaware River Basin area.⁷ It will affect the city in its use of water and sewage disposal; port commerce from sea-going and river vessels; economic development throughout the area as a result of dams for flood control and power; channel depths and widths for navigation; amount of water that can be consumed by each municipality; and recreation areas that will be developed in conjunction with river and tributary control dams. Its recommendations will have a far-reaching and lasting effect for the entire region.⁸

This committee has drafted the Delaware River Basin Compact of September 27, 1961, signed by the President and by the Governors of the above states, which establishes the Delaware River Basin Commission, with authority over the comprehensive planning and development of the water resources of the basin. The Committee will go out of existence when the Commission is fully organized.⁹

⁷Philadelphia, Mayor, op. cit., p. 5a.

⁸A good discussion of this subject is contained in an article by Walter M. Bodine, Executive Secretary of the Delaware River Basin Advisory Committee, in "Water Resources: The Delaware Basin," Journal of the American Institute of Planners, 26 (August 1960), 205-15.

⁹Philadelphia, Mayor, op. cit., p. 5a.

The Corps of Engineers, U. S. Army, will be the major federal agency to program and develop this river basin. At present, they are completing the deepening and widening of the Delaware River as far as Newbold Island below Trenton, and are engaged in extensive planning and building of dams on the upper tributaries of the Delaware.

Other Organizations

The Delaware Valley Council and The Delaware River Port Authority are important in the planning process by promoting the business and industrial aspects of the region. The Delaware River Port Authority, for example, although primarily concerned with the promotion of the river ports and operation of the Ben Franklin and Walt Whitman bridges, is engaged in studies for a rapid transit line between Southern New Jersey and Camden and Philadelphia.

The Passenger Services Improvement Corporation is also concerned with mass transportation. Created in 1960, with a board composed of members appointed by the city, the Pennsylvania and Reading railroads, and the executive boards of the operating unions, it will deal with high-speed rail transportation to center city. The Southern Pennsylvania Transportation Compact has been formed to extend the rapid transportation system from center city throughout the region, with the Corporation providing a technical staff and services to the Compact.

To cover every organization involved in regional affairs is beyond the scope of this chapter. The more important aspects and organizations involved have been discussed to illustrate the extent of

regional planning, and the routes available to a city to cross political boundaries already violated by the urban expansion, but that limit the city's physical planning.

Wallace felt that, except in the special areas of Transportation, Water Resources, and Open Spaces, Philadelphia was behind many other metropolitan areas in regional planning, but could catch up quickly if current programs are successful.¹⁰

¹⁰Wallace, op. cit., p. 167.

Chapter 7

PLANNING EMPHASIS IN THE FIFTIES

We have recognized three broad interest groups (administration, official planning agencies, and citizen groups) involved in and/or influencing city planning. This is, of course, a limited identification of forces; however, it is considered that other interest groups (the political machine or party, business, industry) and the individual citizen will exert their views through one of these basic routes.

There may be a wide range of relative positions and considerations of the ways and means of obtaining the common objective among these groups and the individuals within each group. The basic objective is, of course, assumed to be--ipso facto--to promote the welfare of the people in the community by helping to create an increasingly better, more healthful, convenient, efficient, and attractive environment. It is recognized that this is no mean task; there is no established procedure for its attainment. Nor will it come to pass through individual action--rather, the required approach is by the mutual and complementary actions of public and private agencies with guidelines and alternate choices of action provided through the technical capacity of planners and planning organizations.

But what is the order of priority--is emphasis first placed on project planning, or on broad comprehensive planning for the whole municipal area, or on particular sub-areas? Or is the answer the

combination of project planning and comprehensive plan development simultaneously? We would be presumptuous to offer an answer, since different courses of action are required in every situation to meet local needs.

It has been stated, however, that "the basic function of city planning is to prepare a general plan for the future development of the community. . . ."¹ Lovelace takes a firmer position:

. . .The planners' and the planning commissions' proper place in the hierarchy of municipal development is found only when they are the authors and guardians of the city's PLAN and when the PLAN is the recognized and accepted guide for all improvements--both public and private.²

It is not our purpose to take a position on the propriety of these statements at this time, but to present a compendium of Philadelphia's experience in the development and timing of a comprehensive plan and the forces at work in its development.

While the City Planning Commission has been in existence for over twenty years, development of a comprehensive plan received little attention until the mid-fifties. Mitchell, the first executive director of the Planning Commission, was quoted as being against the idea of a master plan. Commission Chairman Hopkinson showed no interest in a plan. Mitchell placed emphasis on three main things: (1) deferred maintenance projects, (2) projects assured of popular support such as the Market Street Subway, and (3) research--mostly catching up. Mitchell

¹McLean, Mary (Editor), Local Planning Administration (3rd Edition, Chicago: The International City Managers' Association, 1959), p. 9.

²Lovelace, Eldridge, "Three Essays on Planning," Journal of the American Institute of Planners, 24 (1958), 7.

decided the big job was to get the city into the habit of planning, and to get something done.³

Bacon, the executive director, supported redevelopment and control of the newly developing areas of the city (out of which came the "Far Northeast Plan"). Even when the Charter was adopted, making the preparation of a plan mandatory, Bacon did not follow a policy that would lead to the development of a comprehensive plan. As a means of controlling development, the Planning Commission would take a developer's site plan and provide him with a detailed layout and site plan. In controlling redevelopment areas, detailed site plans were provided the Redevelopment Authority which then required adherence to this plan in redevelopment projects.

By 1952, comprehensive planning and the requirement for a general development plan were gaining wider acceptance among citizens' groups as evidenced in their action to obtain a new city charter and the subsequent mandate included in the Charter to prepare a comprehensive plan.

Also in 1952, a new board was appointed for the Redevelopment Authority--former U. S. Senator Francis J. Myers, appointed chairman; Dorothy Montgomery, Managing Director of the Philadelphia Housing Association; and William Kurtz, Jr., Chairman of the Board of the Pennsylvania Company. The board saw the need for long-range programming and initiated a major push for a plan for over-all city policy.⁴

³Wallace, David A., "Renaissancemanship," Journal of the American Institute of Planners, 26 (August 1960), 158.

⁴Ibid., p. 161.

Also, the enabling State Act creating the Authority and providing a mandate for redevelopment required that projects and programs conform to a comprehensive plan for the city.⁵

Richard Graves and Vernon Northrup of PIDC, with John P. Robin of the Old Philadelphia Development Corporation, exerted considerable pressure for the preparation of the comprehensive plan.⁶

Rafsky, the then new Development Coordinator in 1954, convinced Mayor Clark that a comprehensive plan was required to satisfy citizen pressure, to fulfill the requirements of the Charter, and for long-range policy formulation. A report prepared by Walter Blucher, at Rafsky's request, recommended the establishment of two deputy directors in the Planning Commission for administration and planning and that the latter start immediately on a comprehensive plan. Arthur Row, appointed Deputy Director for Planning, enlarged the staffing of the comprehensive planning division and started to work on the plan. He departed from the previously accepted Planning Commission technique of involving citizens on a wide scale in the planning process--an action which Wallace questions.⁷

⁵Pennsylvania, Urban Redevelopment Law, P.L. 991 (as amended), May 24, 1945, Section 2.d.

⁶Wallace, op. cit., p. 166.

⁷Ibid., passim. Wallace further notes, however, that the CPC went from organizing citizen groups with "group dynamics" to other extremes of "selling" complete plans--to a presentation of a schematic framework and asking for suggestions and modifications. The CPC, in willingly permitting citizen participation rather than going out of its way to seek it, seems with aggressive citizens' organizations to be the right posture; p. 169.

Skepticism about the ability of anyone to predict accurately the circumstances under which he will be operating in two or three years, let alone six or twenty, is evident from various administrators. The Managing Director has been most forward in his objections, believing that the chief responsibility for forward planning should rest with the departments rather than with the Planning Commission.⁸

The CPC produced the Philadelphia Comprehensive Plan on May 4, 1960.

In retrospect, Wallace has made (in general) the following observation:

An earlier generalized or comprehensive plan would have gained little in acceptance and meaning to citizens as a whole. Instead, rather than approaching planning as an abstraction, the commission seized the development and redevelopment opportunities as devices for planners to gain control of the development of the city. If the CPC had concentrated on the plan early, it would have delayed projects and the political reform would not have been translated so effectively into an atmosphere of a new and changing city. This was an important factor in the early snow-balling effect, subsequent changes in the political environment, and, finally, the actual realization of major changes in the face and fabric of the city.⁹

⁸Brown, W. H. Jr., and C. E. Gilbert, Planning Municipal Investment (Philadelphia: University of Pennsylvania Press, 1961), pp. 213 and 193.

⁹Wallace, op. cit., p. 165.

Though the Comprehensive Plan in a sense further complicates an already complicated process, there is no doubt that it is the final touch, along with the coordination, to make the process complete. With it, decisions will become still more rational and less subject to opportunistic pressures.¹⁰

If this be so, let us now look at the Comprehensive Plan.

¹⁰Ibid., p. 169.

PART II

FORMULATION OF
THE COMPREHENSIVE PLAN

Chapter 8

COMPREHENSIVE PLANNING

We have reviewed in Part I the more important forces at work in Philadelphia as they pertain to planning, and presented a compendium of Philadelphia's experience in the development and timing of a comprehensive plan. But what is a comprehensive plan?

First, let it be said there may be a number of plans for any community, both official and unofficial: they may be, as suggested by Hoover, the plan of the body politic of indefinite term, of the planning commission of a term of 25 plus or minus years, of the executive of 10 plus or minus years, and of the legislature of a term of 5 plus or minus years.¹ It is the Planning Commission's plan of 25 years--let us say, the long-range plan--that we are concerned with as the comprehensive plan.

A comprehensive plan, we would presuppose, is, first, the presentation of objectives for a community, a statement of the society and its environment as seen in the future--the most desirable community in which to live and work. It is the presentation, then, of the concepts of comprehensive planning which Hoover has defined as follows:

The prearrangement for the utilization of the community's physical resources and its energy resources or public service programs, in the dimensions of space and time. It is comprehensive with respect to the things with which it deals--capital improvements of plant, fixed physical objectives, and expendable materials. It is comprehensive in terms of

¹Hoover, Robert C., "On Master Plans and Constitutions," Journal of the American Institute of Planners, 26 (February 1960), p. 5.

the community energy resources including long-term programs of public service such as education, welfare, health, social services, recreation, etc. It is comprehensive in the dimension of its coverage--height, depth, breadth, and time.²

This is, indeed, a sizable undertaking and must take place in a metropolitan society which must undergo a revolution from functional orientation (private use as the individual desires) to a purpose-centered orientation (community oriented goals). This is both important and difficult. "People can frequently get together on techniques, functional processes, even principles. It is difficult, indeed, to find common purpose. The best way to antagonize is to assert goals, purposes, and objectives."³

Yet to meet the above objectives, the use of land and the numerous and varied public and private structures placed on it must have bases in the common purpose. Also, this stating of objectives and the coordination for unified development seems extremely fundamental to the prevention of future blunders in the expenditure of both public and private funds and to the very preservation of economic, social, and material resources of the community and region.

This, then, is a responsibility requiring the greatest amount of preparation.

Study, Survey and Data Collection

It may be supposed--a priori--that planning by government and planners has always been predicated upon exhaustive, detailed,

²Ibid., p. 8.

³Ibid., p. 5.

and comprehensive study of the community and its people, but this is not the case.⁴ With today's highly specialized society, particularly with respect to occupations and professions, it is generally acknowledged that the methodology of planning is basically the fusion of a multiplicity of methods from a profusion of separate disciplines which examine man, his work, and his world. This recognition seems to have had its expression, if not its birth, with Patrick Geddes, who broadly defined these diverse interests and studies as the study of civics. Geddes, in Cities in Evolution, traced the growth of cities of the continent and of the British Isles, sited the good and the bad of the town plans, and pointed to the ever-increasing problems of a growing population and urban expansion, problems not unique today. He saw in these towns and in the planners of the day the need for a broader comparison of city plans, of the need for detailed study of the community and region, and of studies beyond.

It is the development of a local life, a regional character, a civic spirit, a unique individuality, capable of course of growth and expansion, of improvement and development in many ways, of profiting too by the example of criticism of others, yet always in its own way and upon its own foundation. Thus, the renewed art of Town Planning has to develop into an art yet higher, that of City Design--a veritable orchestration of all the arts and correspondingly needing, even for its preliminary surveys, all the social sciences.⁵

⁴One only has to recall the Roman Cities of Europe and Great Britain, planned to support their armies and to function as a defense of Rome, or of Hausmann's great boulevards of Paris, planned not so much for air and light or for the easy commutation of the people, but to better allow the training and effective use of artillery to suppress revolts against Napoleon III.

⁵Geddes, Patrick, Cities in Evolution (London: Williams & Noyote, 1915), pp. 204-205 and 323.

Thus, Geddes saw the requirement for detailed study by both major disciplines--art and science--for, as he termed it,

Place, Work, and Folk--environment, function and organism--are thus no longer viewed apart, but as the elements of a single process--that of healthy life for the community and the individual. . .[and] survey and diagnosis must precede treatment.⁶

Patrick Geddes' ideas and his feelings for the "spirit" of a city and for the people who inhabit it are very fundamental to the planning process if it is to accomplish its purpose. "Geddes' ideas have perhaps influenced more individuals and planners, without their having realized it, than any other single author [in the planning field]. . . ."⁷

We have, then, to perform one of the first functions of planning--research, or, as Chapin terms it, "a tooling-up phase"⁸--to determine the particulars of our community and be prepared to provide a wide range of choices in the methods of accomplishing and specifying goals.

It is not our intent to probe further into the number and types of studies required, or to review the many facets and details of carrying out these studies. But we should here point out the very basic studies pertaining to: site and situation; the geological and climatological history of the community and its region; the urban economy,

⁶Ibid., pp. 198 and 286.

⁷Dr. Gerald Breese, from a lecture in Urban Sociology, Princeton University, January 17, 1963.

⁸Chapin, F. Stuart Jr., Urban Land Planning (New York: Harper and Brothers, 1957), p. 75.

employment, population; and, of early importance, the inventory and assessment of urban facilities including transportation, public utilities, and community facilities of all types.⁹

Assessing Requirements

Having conducted thorough studies and appraisals of assets, it remains to compare these results with determined objectives and to set goals to meet actual and anticipated deficiencies. The process is much too complicated and involved to present in detail in any text; therefore, we shall limit our discussion to a brief outline of the steps and some general observations.

Using as an example the problem of projecting a land use pattern into the future some ten, fifteen, or twenty-five years, Fiser outlined the following steps:¹⁰

1. Determine how the land is now used.
2. Investigate and find out how the economy of the city and area is changing.
3. Determine which of these changes seem dictated by national forces, over which the community has little control, and, conversely, which are subject to local control through planning.
4. Develop an understanding of the aspirations of the citizenry and the extent to which these aspirations are compatible with realities (and obtainable goals).

⁹Ibid.; see Chapters 5 through 9 for a detailed presentation of basic studies for land use planning, pp. 75-274.

¹⁰Fiser, Webb S., Mastery of the Metropolis (Englewood Cliffs: Prentice-Hall, Inc., 1962), p. 94.

5. From a knowledge of the present, existing trends, emerging trends, and human aspirations, the planners must undertake the hazardous task of projecting a desirable pattern of industrial, commercial, residential, and other developments of the future.

Carrying this procedure forward, the projected patterns would then be compared with the existing usage and its projected life to determine existing and anticipated deficiencies. All of this requires comparison with planning, technological, and economic standards within the atmosphere of a dynamic society.

The results then may be presented in the comprehensive plan, be it good, bad or indifferent: who may judge, since only time and history will show its results?

Suffice it to say that the introduction of data-processing equipment and other methods of data analysis will provide ever-increasing amounts of information to the planner, but in the end decisions are predicated upon judgment and much that is art.

Elements of the Comprehensive Plan

Planning commissions are charged with the duty of advising legislators, executives, and the community regarding the coordination of improvements connected with the land. A basic tool for accomplishing this duty is the Comprehensive Plan.

The comprehensive plan, as Bassett sees it, "is nothing more than the easily changed instrumentality which will show a commission from day to day the progress it has made."¹¹ From this, then, Bassett

¹¹Bassett, Edward M. The Master Plan (New York: Russell Sage Foundation, 1938), p. 5.

fixes the comprehensive plan elements to those relating to land areas of the community and for community use, and of such use that it can be shown on a map. He recognizes seven elements:¹²

1. Streets--all strips of land devoted to movement, extending from boundary to boundary and acquired by the community through condemnation, cession, or dedication.

2. Parks--those areas of land that may be set aside for recreational purposes though they need not have been acquired (as do the streets) to be shown on the map, but the accurate boundaries are shown.

3. Sites for Public Buildings--these areas are required as an element of a dynamic plan. The structures on the site are not to be shown since they are not land area as such. Included as public sites are those used for fire houses, post offices, etc., and housing when supported by subsidies from the city or nation and are located on a community site.

4. Public Reservations--land held by the community for community purposes such as may be required for an airport, bird sanctuary, marginal way, or public parking place which is not a street.

5. Zoning Districts--zoning since it applies to land usage. Zoning ordinances differ from building codes because they apply to different districts that require different regulations, whereas the regulations of a building code are the same for the same kind of building throughout the municipality. Zoning is applicable since zoning districts are land areas, the legal quality of which is impressed on the land by acts of law or the sanction of law.

¹²Ibid., pp. 11-44.

6. Routes for Public Utilities--including sewers, water, gas, electricity, telegraph, telephone, and street surface railroads and trunk-line railroads. These should be shown since they involve most often community or public land occupied through the grant of franchises. (Bassett notes that planners have given little attention to public utility routes since they have received so much attention from specialists).

7. Pierhead and Bulkhead Lines--required to maintain an adequate maneuvering channel for ships and sufficient river cross-section not to impede flow and cause flooding; but, also, to establish the legal limits to acquisition of land by filling or occupying the rivers.

These, then, are the seven elements of the plan as Bassett has defined it. Buildings may not be properly shown since they are architectural structures and are within the field of architecture rather than within that of community planning. Again, then, the elements of the plan, set forth, relate to the land areas, have been stamped on the land areas by the community for community use. "If a subject does not conform to these three requirements it does not come under the head of community land planning."¹³

Bassett's elements do not fit the International Association of City Managers' basic view of a comprehensive coordination plan of (1) the plan for pattern of land use and (2) a plan and program for community services to be provided by public and semi-public agencies.¹⁴

¹³Ibid., p. 50.

¹⁴McLean, Mary (Editor), Local Planning Administration (3rd Edition, Chicago: The International City Managers' Association, 1959), p. 10.

Haar sees the Bassett plan as too restricted by being reduced to map form.

The main task of the planner does not seem to be to develop a map or graphic description of the community . . . now . . . or in its idealized form. Rather, . . . it is the clarification of land-use goals of a generalized nature which, when adopted by the legislature, will become the broad framework for further implementation.¹⁵

Haar further cites the Federal Housing Act of 1954 as influencing the standardization of the elements of a master plan in three parts:

(1) plans for physical development, (2) programs for development and redevelopment, and (3) administrative and regulatory measures, where part (1) would consist of: (a) a land use plan, (b) a plan for circulation facilities for people and goods, (c) a plan for utilities, and (d) a plan for community facilities.¹⁶

Haar proposed, as a starting suggestion, that "the master plan should be required to state. . . :

Anticipated future population, and employment opportunities; the goals for housing; transportation objectives; industrial, commercial and residential needs; the over-all space requirements for each of these needs . . . should be required to specify in general terms the amount and type of community facilities which shall be provided, and their interaction with the various land-use areas; desirable standards of population density, of light, air, and open space; methods of transportation and communication and their interrelation with various land use areas. . . .¹⁷

¹⁵Haar, Charles M., "The Content of the General Plan--A Glance at History," Journal of The American Institute of Planners, 21 (Spring-Summer: 1955), pp. 77 and 67.

¹⁶Ibid., p. 68.

¹⁷Haar, Charles M., "The Master Plan: An Imperfect Constitution," Law and Contemporary Problems, 20 (Summer 1955), pp. 364-68.

Howard, in 1955, quoted in part from Article II of the American Institute of Planners Constitution: ". . .planning of the unified development of urban communities and their environs. . .as expressed through determination of the comprehensive arrangement of land uses and land occupation and the regulation thereof."¹⁸ From the comprehensive arrangement of land uses, land occupancy and the regulation thereof, we have but to recall the many and varied land uses of the city to see that the elements of any plan must be many.

We could go on quoting the ideas of various authorities and introduce the "Workable Program" for urban renewal and its requirements, but perhaps enough examples have been presented to demonstrate our point: there seems to be no set of standard elements for a comprehensive plan.

There seems to be a broad basis of support for the inclusion of:

(1) Land use plans (in the broadest sense, industry, commerce, parks, housing, etc.);

(2) Community facilities plans (fire and police protection, libraries, museums, aquariums, etc.);

(3) Utilities plans;

(4) Transportation plans (including not only streets, roads, highways, and parking, but facilities for other transportation modes, air and sea, and for pedestrians);

¹⁸Howard, John J., "The Planner in a Democratic Society--A Credo," Journal of the American Institute of Planners, 21 (Spring-Summer: 1955), p. 62. Our emphasis.

(5) Development and redevelopment plans;

(6) Zoning regulation.

Other elements that may be considered are: a timetable for the plan, an investment and financing plan (public capital expenditures), a tax plan, and a civic betterment plan in terms of culture, education, and welfare.¹⁹

The elements of a plan, like the plan itself, must not, however, remain stagnant and are therefore subject to change. It appears logical for the elements to be predicated on the requirements of the community as derived from comprehensive studies and to be of such type and detail as best present the existing conditions, the projected goals, and the anticipated means of obtaining these goals.

Philadelphia no doubt will have developed its own elements in accord with its needs and studies--as we shall see in Chapter 10. We have mentioned the changing of the plan, and it remains to review some aspects and opinions on this subject.

Comprehensive Plan, Flexibility and Implementation

In applying a comprehensive plan to the development and redevelopment of a community, there would appear an almost natural limitation on its implementation, continuity and longevity. To have a completely "comprehensive" plan--that is, for the entire structure of the society and for the coordination of planned improvements in all

¹⁹For a fuller discussion of comprehensive plan elements, see also: Smith, Herbert H., The Citizen's Guide to Planning (West Trenton: Chandler-Davis Publishing Company, 1961), pp. 33-39; and Perloff, Harvey S., Planning and the Urban Community (Pittsburgh: Carnegie Institute of Technology and University of Pittsburgh Press, 1961), pp. 105-129.

the parts that are not perfect--appears to be too big a job for any agency and certainly for any individual. Not only does completely "comprehensive" planning seem impossible, but perhaps also dangerous to attempt and somewhat undesirable because of that essential aim of American society of freedom and dignity of the individual.

Our measures at improving society must, for the most part, proceed toward implied goals concurred in by the majority and expressed, if at all, not explicitly but only implicitly in policy statements derived from the leadership not only of government but also from individual leadership in all walks of society.²⁰

Thus, the requirement for bridges, of which we have previously spoken, to bring together the majority in expressing and determining our programs and plans, and the orderly growth of both as the better way is discovered and rediscovered in our ever-changing environment. Any attempt, then, in the implementation of a comprehensive plan must provide for flexibility to meet these changes and must be applied only implicitly. This is indeed a challenge to planners, planning agencies, and governments everywhere. But are such ideal conditions and flexibility possible if the higher and better society and environment are to be obtained?

At least one author, Lovelace, feels a more positive application of a plan is required if real progress is to be obtained. He sees too many pressure groups at work for the planning commission to sit and review plans and projects. Emphasis must be placed on the

²⁰Howard, op. cit., pp. 63-64.

comprehensive plan early. Planners are imbued with the scientific process, in the factual approach, in surveys, analyses estimates, and in considering each and every dimension. "Yet while we are 'studying,' the city's growing--usually so fast that the 'Study' is obsolete before the first rough draft has been typed."²¹

An over-all plan is required at the earliest possible date, to coordinate the over-all urban development with the details left to staffs or other departments. "If coordination is to be achieved, the city plan must be definite, specific, and precise and not vague or flexible. A flexible city plan is no city plan at all."²²

There may exist an interesting kind of conflict in Hoover's approach:

Goals must not be terminal or they can lead to stagnation. . . public improvement scheduling is policy of the highest order, policy should be subject to the political process, even when this process is somewhat disorderly.²³

And yet,

Foreseeing the potential danger of the official planning agency's attempt to foster its peculiar ideals and standards upon an unsympathetic public, the classical American doctrine of the master plan is that it be advisory. Only such elements of the master plan as the government sees fit in its judgment to adopt are to be incorporated into law through the official map, the zoning ordinances, and the other implemental types of ordinances.²⁴

²¹Lovelace, Eldridge, "Three Essays on Planning," Journal of the American Institute of Planners, 24:1 (1958), p. 8.

²²Ibid., pp. 9-10.

²³Hoover, op. cit., pp. 5-6.

²⁴Ibid., p. 10.

Goals should not be stagnant, the master plan should be advisory, and yet elements are to be incorporated into law. The very act of incorporating elements of the plan into law may cause stagnation and certainly prevents the plan from being advisory since the elements of the plan do not stand alone, nor may one change without inducing changes in the others.

The virtue of not freezing the plan or any of its elements into law is that community growth is by definition a manifestation of constantly renewed energy and decay in countertension. This continuous change requires constant revision and perfection of plans; an everlasting process of up-dating to meet altered circumstances. The advantages of keeping the plan purely advisory are, then:

1. The subjective ideas of professionals are not forced upon society.
2. To the extent that it embodies sound, well structured proposals, the plan's logic will be compelling and its effect will be felt.
3. The rapidly changing character of the metropolitan socio-physical environment requires a flexibility, a susceptibility to continuous amendment, which would scarcely be possible if the master plan were enacted into law.

Lynch has presented an interesting thesis that raises a basic question on all of the above pros and cons of flexibility and implementation. It may be that flexibility is only another approach to adaptability. And flexibility may not be so much a matter of allowing

for change as it is a matter of providing for change in the comprehensive plan and yet retaining stability and structure.

We have psychological requirements for some continuity and stability in our world, for structure, coherence, imageability. . . [but] adaptable forms are likely to be ambiguous, unclear shifting, discontinuous. . . an adaptable environment is simply a highly permissive one. . . .²⁵

How, then, shall we permit change and growth without losing structure? Lynch says that this may be accomplished to some extent by maintaining open axis for each major type of activity within concentrated major structures (major highways, transit lines, utility mains) in a sharply differentiated network zone. In this manner, changes in the activity axis may be accomplished without disrupting the common structure and with minimum effect on adjacent uses.²⁶

It may be that upon closer analysis the practice of design in the comprehensive plan, as stated by Lynch, would give the flexibility and changeability in major activities of land use reflecting the individuality so desired, and yet, through the fixing of major structures, the selectivity of control and objective may be realized.

Summary

We have presented a number of views in the investigation of our question--what is a comprehensive plan?--and yet we have found

²⁵Lynch, Kevin, "Environmental Adaptability," Journal of the American Institute of Planners, 24:1 (1958), pp. 23-24. For an enlightening discussion and insight into Lynch's meaning of imageability, see: Lynch, Kevin, The Image of the City (Cambridge: Technology and Harvard University Press, 1960).

²⁶Ibid., pp. 17 and 20.

no standard answer--no standard pattern or a standard methodology to its implementation. It may, therefore, appear that a comprehensive plan is that which is developed in a given community with its peculiar environment to best meet the needs of its society as seen by that society.

Chapter 9

PHILADELPHIA COMPREHENSIVE PLAN

Plan Development

The Philadelphia Comprehensive Plan was being formulated during the period when the concept of a "Master Plan" was being debated and defined by the leading planners of the country. There was little in the way of precedent, but much in the way of advice. The steps involved in the Plan formulation were: (1) the authorization and impetus to proceed; (2) a period of study, analysis, and research; (3) its presentation; (4) its adoption; and (5) its administration. Now we will discuss its period of development, and its form as finally presented to Mayor and Council.

The Planning Commission began the task of preparation in 1956 as a result of increased pressure by the CCCP, Urban Traffic and Transportation Board, The Philadelphia Housing Association, and the Housing Coordinator (now Development Coordinator). This resulted in a study by Blucher in which he stated that the major need of the Planning Commission at that time was the preparation of a comprehensive physical plan, and, further, that the Planning Commission could not function effectively without it.¹ The Capital Budget of the City would then become another useful tool used to carry out the comprehensive plan rather than a sifted collection of all capital budget requests.² This second statement by Blucher may have been getting

¹Blucher, Walter H., Tasks Assigned to Planning Commission, Summary of Report Regarding Functions, Staff and Salary Scale, Philadelphia City Planning Commission, p. 6.

²Ibid., p. 8.

ahead of its time, but the outcome of this pressure was the creation of a Comprehensive Planning Division within the Planning Commission, adequately staffed and free to concentrate on comprehensive planning alone.

The job to produce a plan was originally conceived in 1956 with the following components: a pilot plan, research, formulation of a conceptual plan, translation of the conceptual plan into a physical development plan, preparation of a short-term (ten-year) development plan, testing the plan, and establishing a program for continuing readjustments.³ However, as so often happens in a government agency, the City Council appropriation in 1957 (although increased 50 per cent over 1956) was not sufficient to hire the staff necessary to proceed on this conceived basis.⁴

A pilot plan was produced in early 1957, without conducting new research but using existing available data only, and wherever possible accepting existing current proposals.⁵ The purpose of the pilot plan was: (1) to bring to a focus the work of the Commission over the past several years; (2) to obtain a first approximation of the City's needs; (3) to test the work program; (4) to have a tentative solution aimed at preventing major mistakes in the day-to-day work of

³Row, Arthur, "The Physical Development Plan," Journal of the American Institute of Planners, 26 (August 1960), 183.

⁴Loc. cit.

⁵The Plan and Program of the UTTB is an example of the type of data available that enabled a pilot plan to be prepared. This was a result of the Planning Commission under Mitchell concentrating on three things: deferred maintenance projects, projects assured of popular support such as the Market Street Subway, and research. See Wallace, David A., "Renaissancemanship," Journal of the American Institute of Planners, 26 (August 1960), p. 188.

the Commission and the Urban Renewal Program; and (5) to serve as a training device.⁶ Evidence is sketchy on the success of the pilot plan to accomplish these purposes.

After the pilot plan was completed, everything proceeded at once; in other words, research was being accomplished in unexplored areas, the pilot plan was being modified, new standards were being developed and tested, work with other City agencies was accomplished, and cost of the plan was being estimated.⁷

The CCCP was the only citizens' group active throughout this formative phase. They established committees to meet periodically with the Planning Commission staff to exchange ideas, to review, and to criticize staff work in the comprehensive planning process.⁸ The meetings included review and discussion of the general nature of a comprehensive plan; review and criticism of the Commission's proposed work program; review and criticism of the components of the pilot plan; and review and criticism of the components of the comprehensive plan.⁹

The CCCP reported in January, 1955, that Philadelphia was soon to have its first demonstration of comprehensive planning when the Planning Commission presented its Physical Development Plan for

⁶Row, op. cit., p. 183.

⁷Ibid., p. 184.

⁸Philadelphia City Planning Commission, Comprehensive Plan, The Physical Development Plan for the City of Philadelphia (Philadelphia: May 4, 1960), p. V.

⁹Loc. cit.

the Far Northeast. "This is the first of a series of plans which ultimately will embrace the entire City of Philadelphia."¹⁰ This plan, however, was the result of previous Planning Commission efforts and was directed at controlling the newly developing areas of the City.

The culmination of this formulation effort was on May 4, 1960, when the Comprehensive Plan was submitted to Mayor and Council by the Chairman of the Planning Commission. The Plan is for the City of Philadelphia only. Its only regional aspects involve integrating transportation systems, population and employment distribution analysis, and the regional parks aspects. The Plan is roughly composed of two parts, the first discussing general and specific concepts and assumptions and other data, including an analysis of population and economy. The second part contains the physical parts of the Plan, including Plans for: Industry, Commerce, Recreation and Community Facilities, and Transportation. These Plans, in addition to containing a land use map, contain a written description and discussion of data and objectives on which the plan is based.¹¹

Fundamental Objectives and Assumptions

The Plan is based on two fundamental assumptions: (1) that a city's reason for being is to provide a satisfactory environment for those who live and work in it; and (2) that Philadelphia as a

¹⁰Citizens' Council on City Planning, What Is Comprehensive Planning? (Bulletin #42), (Philadelphia: January 21, 1955).

¹¹For the details of the Comprehensive Plan and a good written discussion, the reader is referred to the Comprehensive Plan, op. cit., and the articles by Wallace, and Row, op. cit., passim.

city must provide this and much more to its people if it is to survive in the vigorous competitive conditions of the future, against other cities on the one hand and against its own suburbs on the other.

Mr. Row, then Assistant Executive Director of the Planning Commission, extended the second assumption by saying that the eminence of Philadelphia is important not only for the city in the growing metropolitan region, but for the health of the region in competition with other metropolitan regions.¹² The steps that must be taken to bring this about constitute the core of the Comprehensive Plan.¹³

In discussing the broad objectives of the plan, Mr. Row describes them in terms of regional and cultural objectives.¹⁴ The cultural objectives are to maximize the accessibility of the wide range of facilities that the city has to offer (such as schools, parks, shopping, etc.); to satisfy the need for local identity in the undifferentiated mass of residential area of the city (by districts, communities, and neighborhoods); and to improve the quality of housing.

The regional objectives are to develop Center City to full potential; to place emphasis on transportation systems for access to Center City and connecting important parts of the City; to establish, and support if necessary, major regional centers of retail and office activity within a reasonable distance of Center City; and expansion and enhancement of specialized regional resources in the institutional category.

¹²Row, op. cit., p. 177.

¹³Comprehensive Plan, op. cit., p. IX.

¹⁴Row, op. cit., pp. 178-9.

Center City is the location of William Penn's city, between the Delaware and Schuylkill rivers (Figure 3). The city expanded across old political boundaries until reaching the limit of Philadelphia County, now all consolidated into the City of Philadelphia (Figure 4). Expansion of the population, however, did not conform to the city's political boundaries, but continued to grow until at present the population of Philadelphia is only about half of that of the Standard Metropolitan Area.

The central objective, then, revolves around Center City, and the competition of the City with the suburbs. To accomplish this goal, the City faces a strenuous period of renewal of old sections of the City, which is evident today. Mr. Rafsky calls the renewal of the Central City essential to the development of the entire region, and, without this solid foundation, the clean, green suburbs are in a very shaky position.¹⁵

Population

It was projected that the city would contain 2,250,000 people in 1980, and the surrounding region 6,000,000, with more small and large households, a smaller working force supporting a larger non-working force, and achieving a balance between in-migration and out-migration.¹⁶ In retrospect, these 1957 estimates of the plan do not

¹⁵Rafsky, William L., Urban Renewal in a Metropolitan Area Core--Philadelphia, From the Collected Papers of Guest Speakers, Community Leadership Seminars 1959-1960, University of Pennsylvania, Fels Institute of Local and State Government (Philadelphia: 1963), Topic I, p. 3.

¹⁶Comprehensive Plan, op. cit., p. 18.

compare too well with the figures of the 1960 census. The projection to 1960 for the Standard Metropolitan Area is essentially accurate, but the projection for the City was not attained and actually dropped by 69,093 people below the 1950 population. This is a net loss to the City, with a considerable disparity between in-migration of non-white and out-migration of whites.

A considerable analysis has been made of the characteristics, location, and size of the population, with accompanying forecasts into the future. This is an area where planners have had doubtful success in the past and, if the projections for 1960 are an example, the Philadelphia planner of today is no exception. Time will ultimately bear out these forecasts, and the means taken in the City Plan to maintain desired stability. However, that portion of the plan that depends on the degree of accuracy of these predictions can be on shaky ground.

Economy

The economy of the region depends on four major functions:

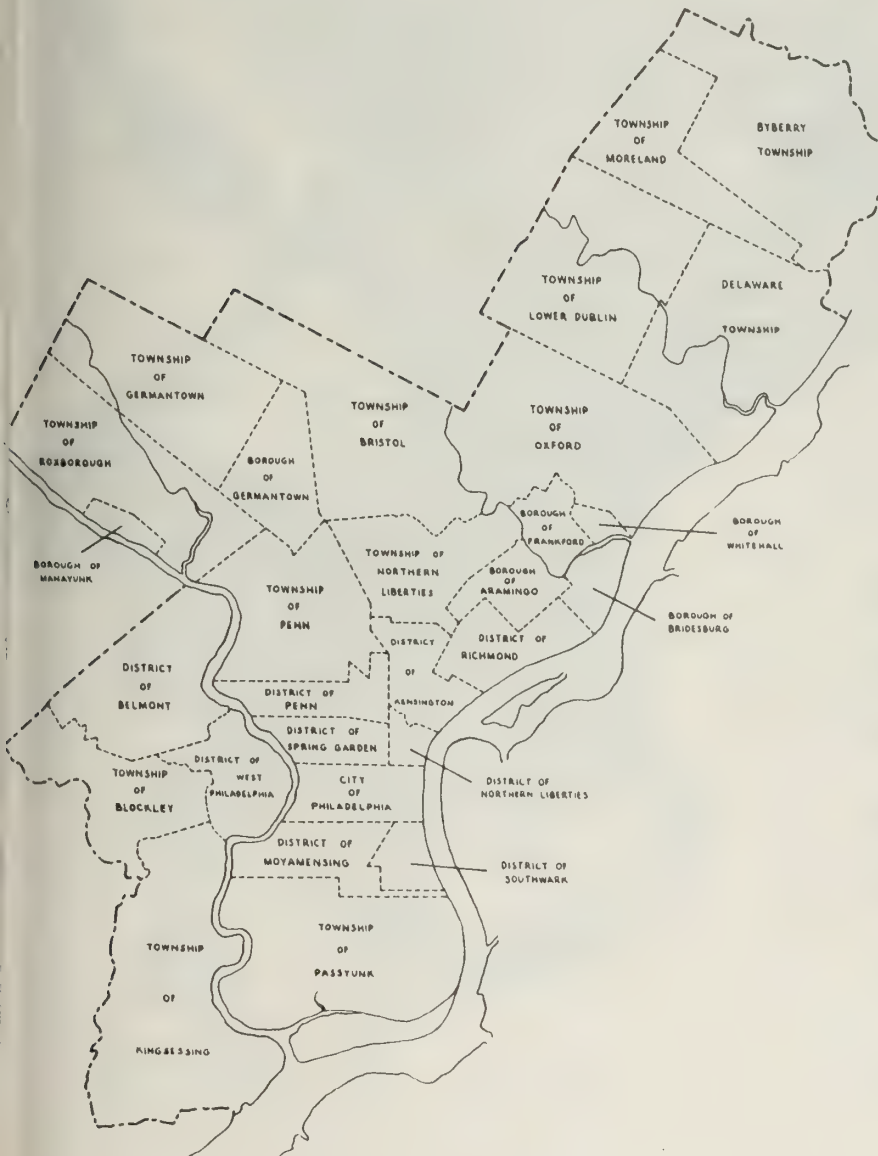
(1) manufacturing for internal and external consumption; (2) internal business and consumer servicing; (3) business and consumer servicing for the larger metropolitan area; and (4) inter-regional and international trans-shipment.¹⁷ Of census-defined industries, 87 per cent are located within the boundaries of the city, with manufacturing employing 34.7 per cent and non-manufacturing employing 65.5 per cent.

¹⁷Ibid., p. 27.



PHILADELPHIA IN 1800

URBANIZED AREA



PHILADELPHIA IN 1854

POLITICAL BOUNDARIES

BOUNDARIES OF THE INCORPORATED
DISTRICTS, BOROUGHS, AND
TOWNSHIPS OF PHILADELPHIA
COUNTY

BUILT UP AREAS
BY AGE OF DEVELOPMENT

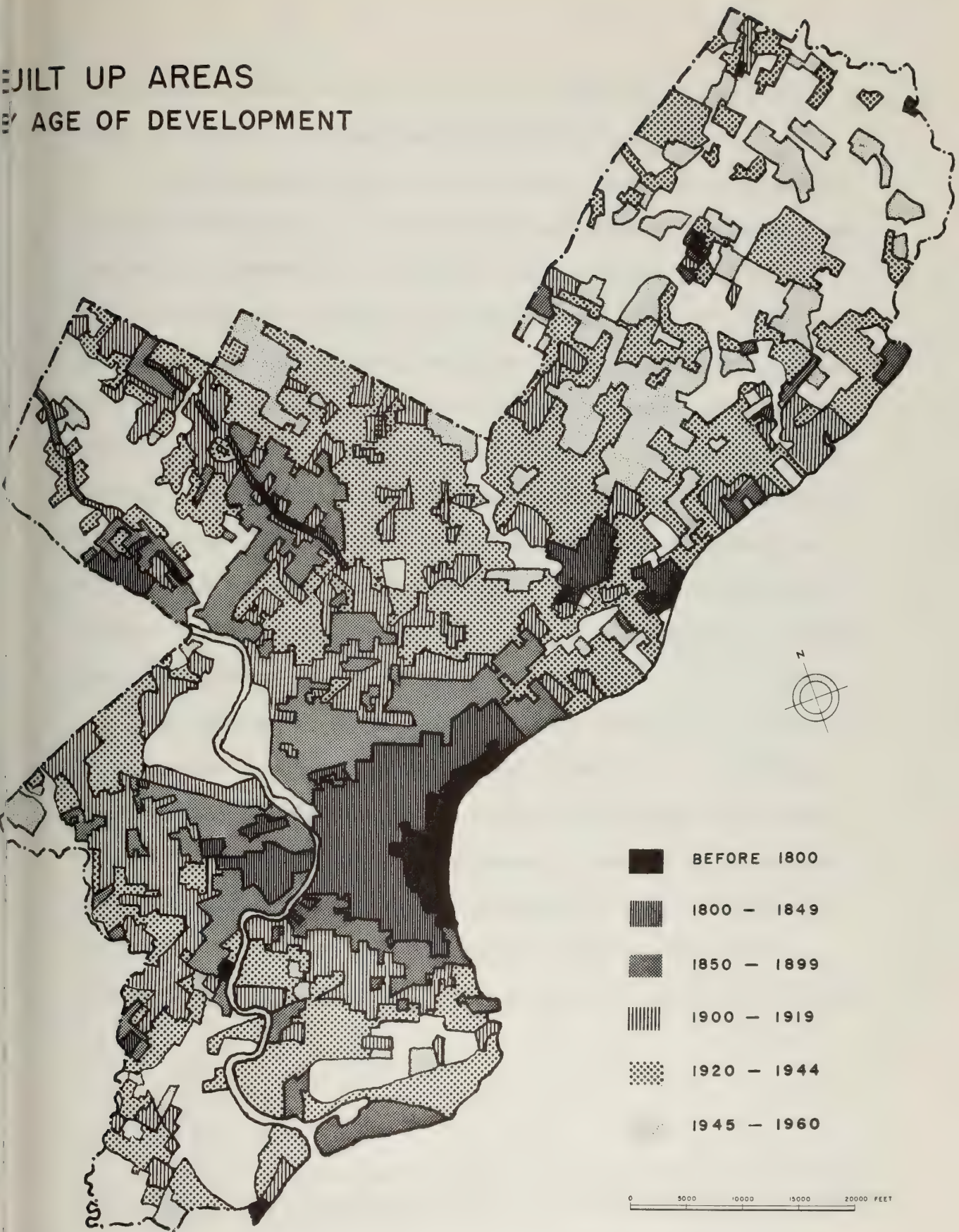


Figure 4

The Industrial Land Use of Southeastern Pennsylvania to 1957 is shown in Figure 5, and employment for 1956 in Figure 6.

The following conditions will then be assumed to hold during the 1960-1980 period: (1) virtual full employment of the labor force, that will be created by the projected growth in population (Figure 7); (2) an annual rate of increase in worker productivity of 1.6 per cent, generally conforming to the growth since 1900; (3) no drastic change in economic, social or political conditions and particularly no significant modification in the share of national income devoted to defense. A substantial relative reduction in defense expenditures could lead to major increases in the outlay for urban renewal, and for highways and other public facilities.¹⁸ It is expected that the pattern and relationship between the national and metropolitan development will continue into the future.¹⁹

It appears as if the Plan has glossed over the seriousness of the degree of economic deterioration in the City. The principal causes of the deterioration of the industrial economic base include paucity of land, political climate deemed by business to be adverse, lack of supply of labor sufficiently suited to modern industrial requirements, taxes which bear heavily upon industry, and adverse immediate physical environment for many plants.²⁰ Although this fact

¹⁸Loc. cit.

¹⁹Loc. cit.

²⁰Bureau of Municipal Research and Pennsylvania Economy League, Elements of a Comprehensive Industrial Renewal Program for Philadelphia (Philadelphia: January 1957), p. 1.

INDUSTRIAL LAND USE SOUTHEASTERN PENNSYLVANIA

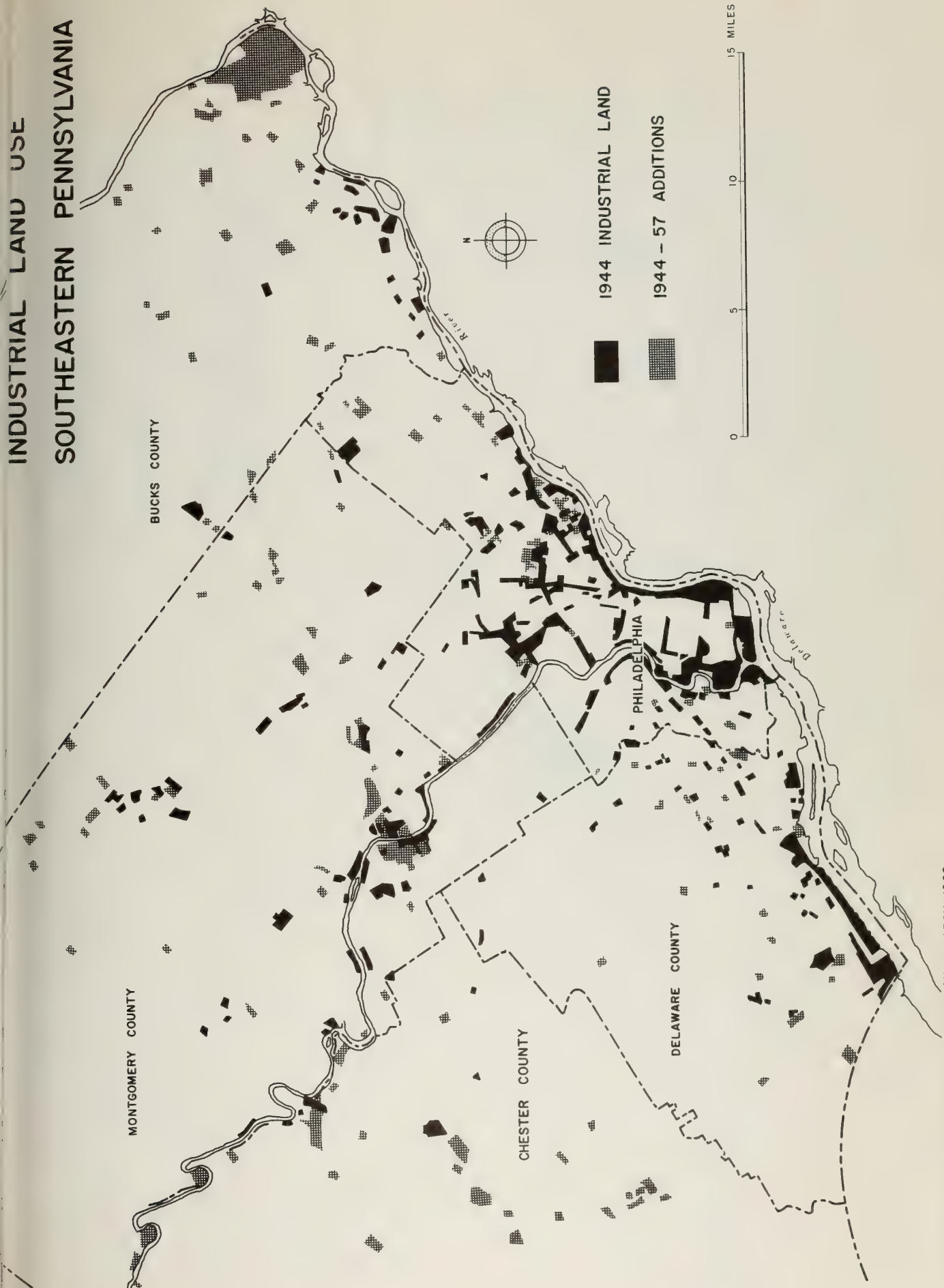


Figure 5

EMPLOYMENT IN THE CITY OF

PHILADELPHIA AND THE

STANDARD METROPOLITAN AREA 1956

BY PLANNING ANALYSIS AREAS

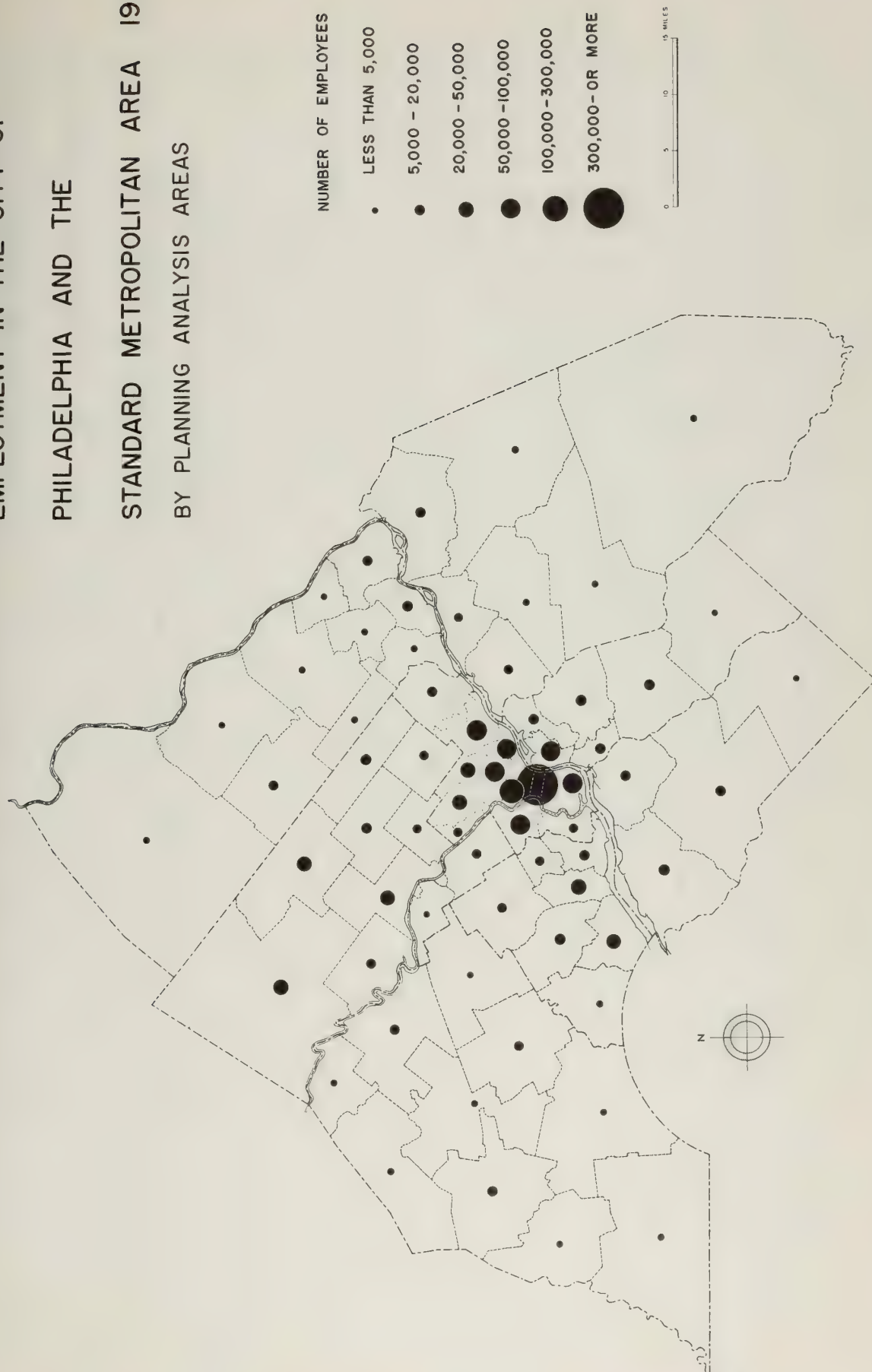
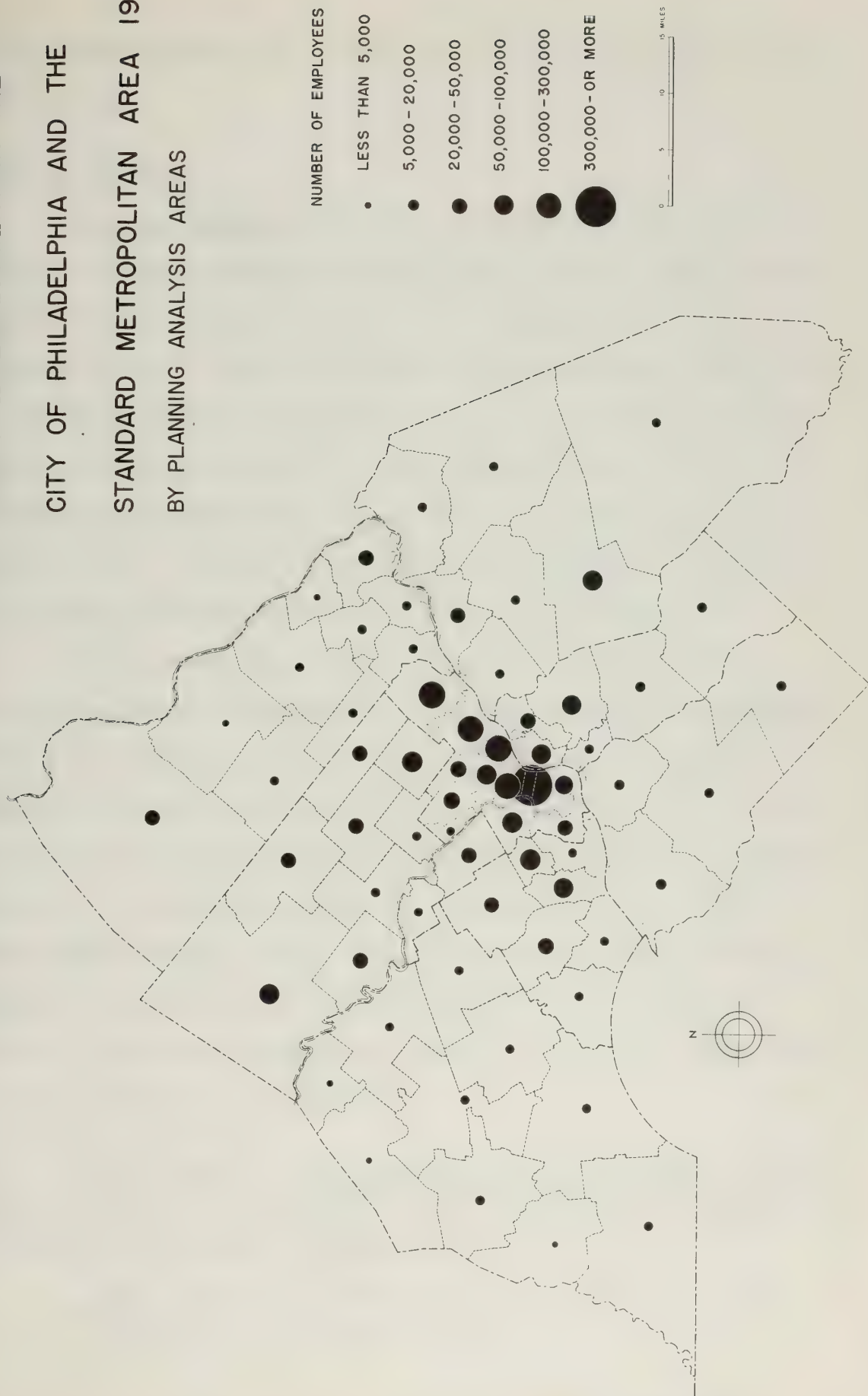


Figure 6

EXPECTED EMPLOYMENT IN THE CITY OF PHILADELPHIA AND THE STANDARD METROPOLITAN AREA 1980 BY PLANNING ANALYSIS AREAS



is not generally recognized in the plan, it is well accepted throughout the City.

Parts of The Plan

Plan for Industry (Figure 8)--Industrial development proposals include increasing industrial acreage by 5,000 acres from the present 12,600. Of this, the most dramatic is the proposal, based on a thorough analysis of need and demand, to provide some 1,200 acres close to the center through redevelopment. Most of this land is now occupied by substandard housing.²¹ Urban industrial parks are to be created and the intermixing of industrial and residential land will be sorted out. The relationship between the land needs of industry including locational and transportations will be satisfied.

Four separate studies were made for the Industrial Plan:

(1) The Institute of Urban Studies at the University of Pennsylvania to find the trends in employment and space used in manufacturing in the metropolitan area; (2) Marketers Research Services, Inc., studied the future distribution of non-manufacturing employment; (3) Arthur D. Little Co. study aimed at providing a sound basis for an industrial development strategy; and (4) a series of analyses by the planning staff to establish a profile of existing or potential areas, on the one hand, and industry types on the other.²² PIDC has also contributed to the industrial land use plan.²³

²¹Row, Arthur T., The Future of Central Philadelphia, from the Collected Papers of Guest Speakers, Community Leadership Seminars, 1959-1960, University of Pennsylvania, Fels Institute of Local and State Governments (Philadelphia: 1963), Topic D, p. 3.

²²Row, "The Physical Development Plan," op. cit., p. 180.

²³Comprehensive Plan, op. cit., p. V.

For purposes of industrial analysis, the City was divided into five industrial zones (Figure 9), each supposing to have the characteristics necessary to attract certain kinds of industries. The actions contemplated to provide the necessary industrial sites called for by the Plan are shown in Figure 10.

Plan for Commerce (Figure 11)--Commercial development proposals include an increase of some 20 per cent in Center City office space (the dominating commercial center idea), the development or improvement of five regional business centers outside of Center City (Figure 12), 21 intermediate level shopping centers (Figure 13), 169 local centers (Figure 14), 91 free standing commercial areas -- and the reduction of much of the present string street commercial activity.²⁴

Existing commercial areas (Figure 15) were studied by type, size, and function, and then the Plan prepared in accordance with a system prepared by Larry Smith and Co.²⁵ It is a two-component plan (Figure 16), distinguishing between Shopping Centers (clusters of stores around a dominant store in the center), and Free Standing Commercial Areas (stores not needing supporting clusters of other stores for commercial success, each establishment standing by itself). The Commercial Plan (Figure 11) shows the distribution of Shopping Centers and Free Standing Commercial areas.

²⁴Row, The Future of Central Philadelphia, op. cit., p. 3., and Comprehensive Plan, op. cit., pp. 44-54.

²⁵Row, "The Physical Development Plan," op. cit., p. 181.

INDUSTRIAL LAND USE PLAN

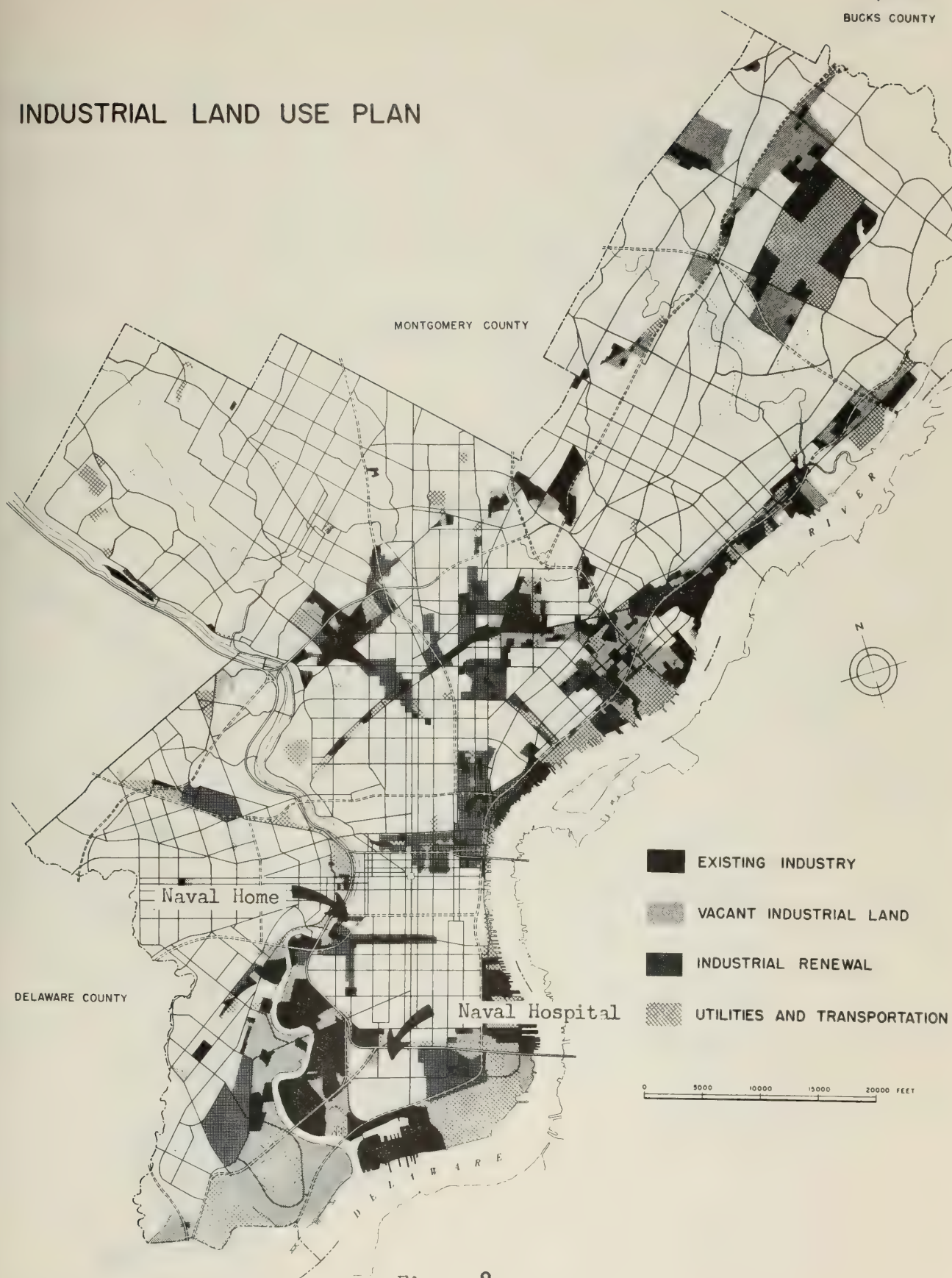


Figure 8

INDUSTRIAL ZONES

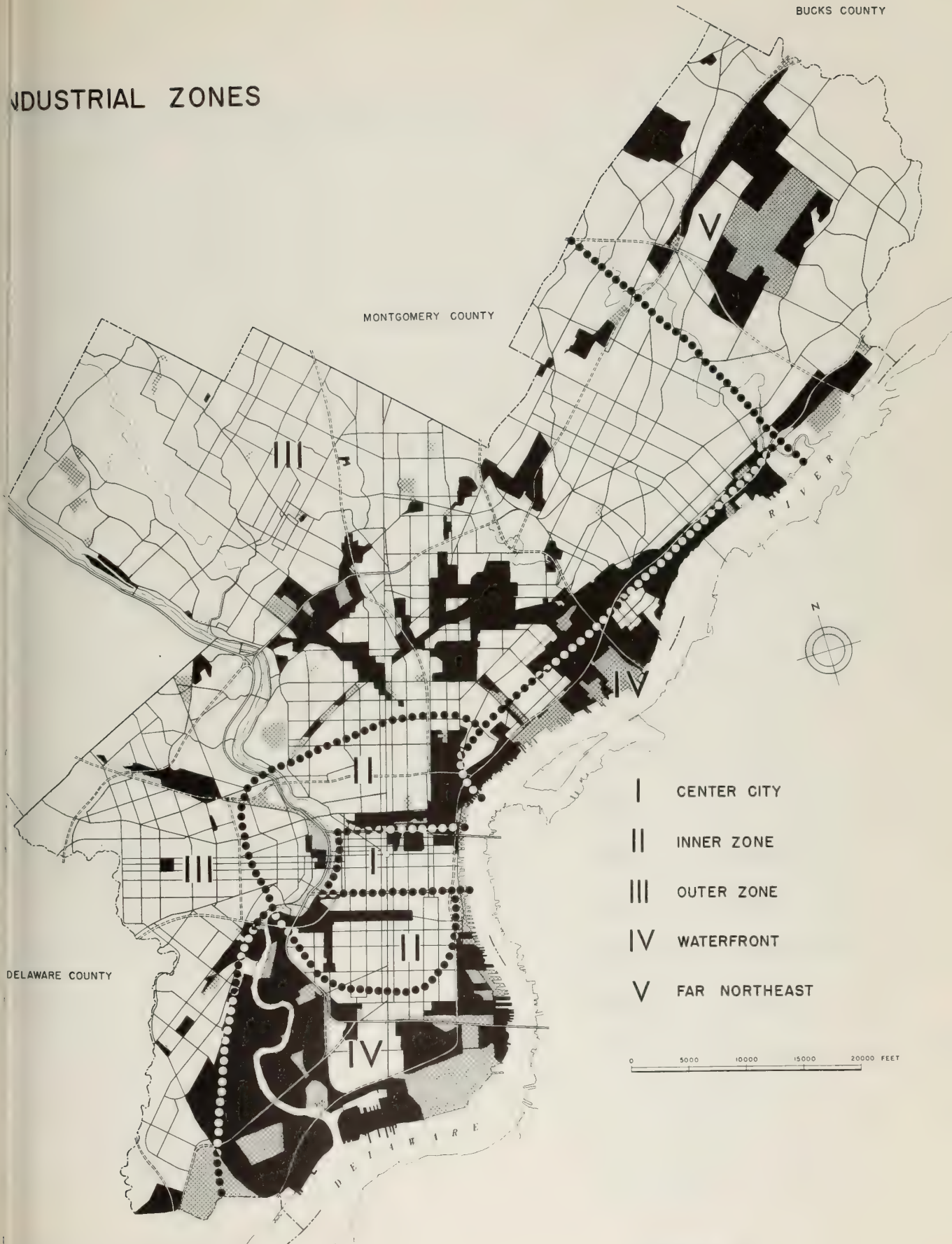


Figure 9

INDUSTRIAL RENEWAL AREAS

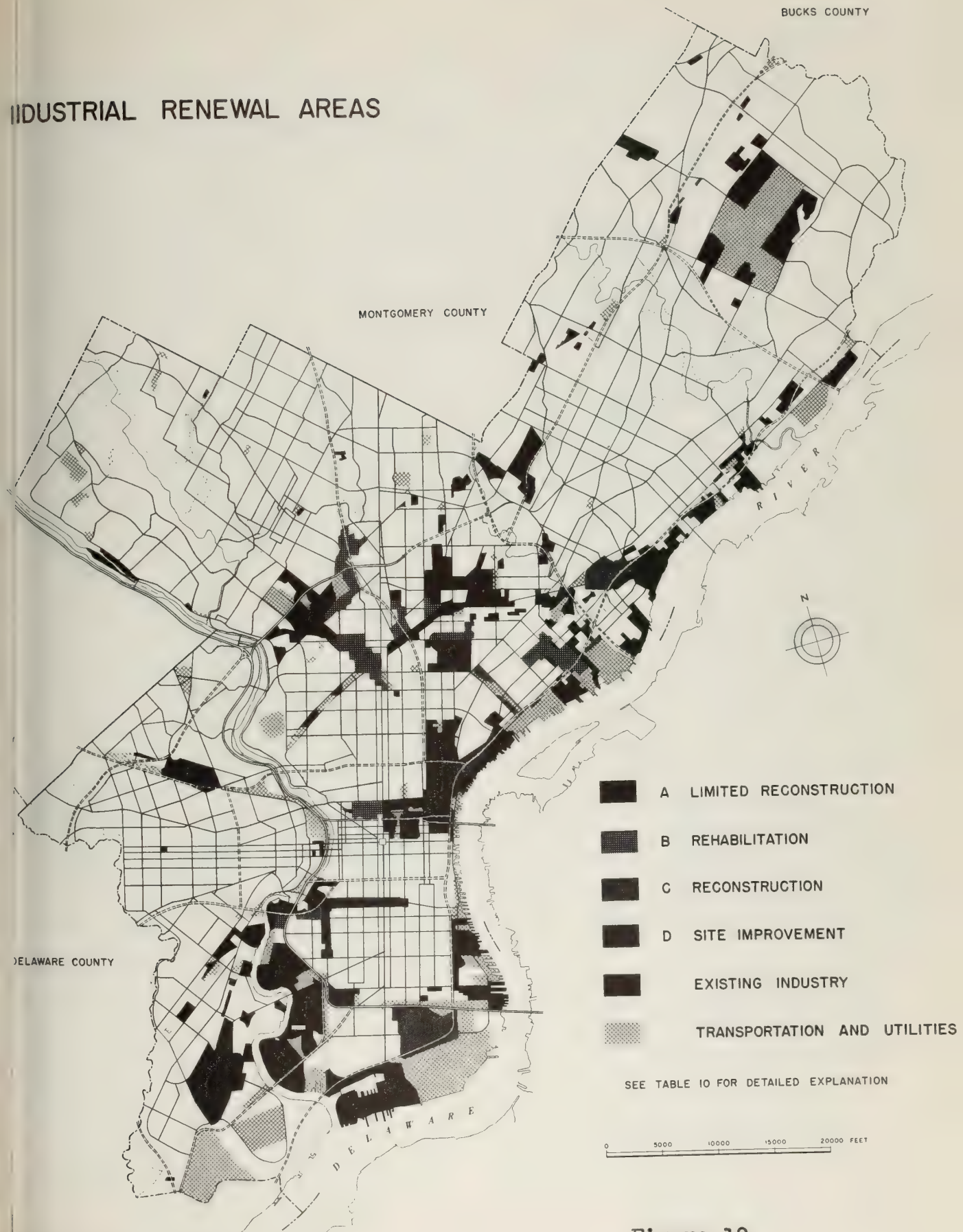


Figure 10

THE COMMERCIAL LAND USE PLAN

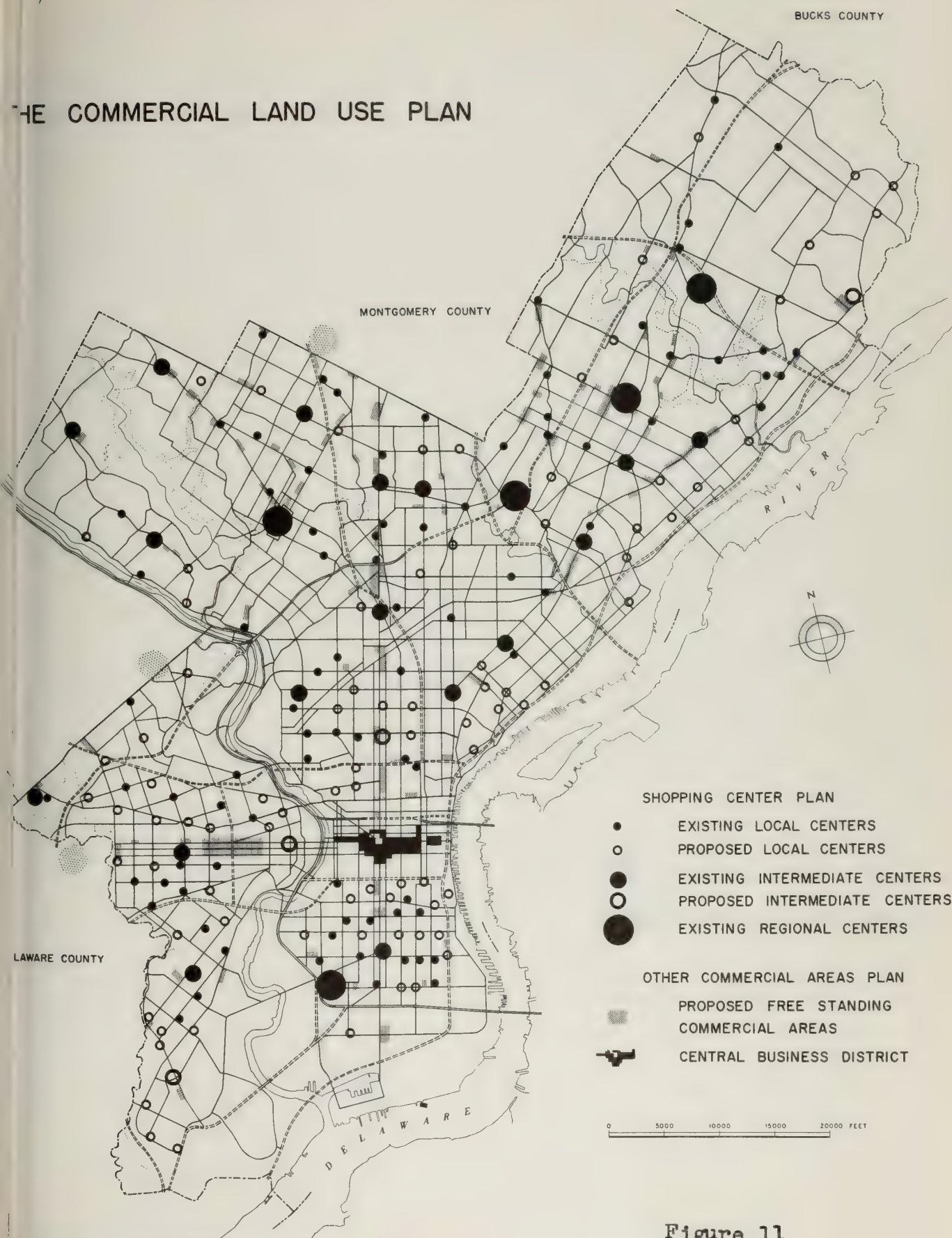


Figure 11

REGIONAL SHOPPING CENTER PLAN

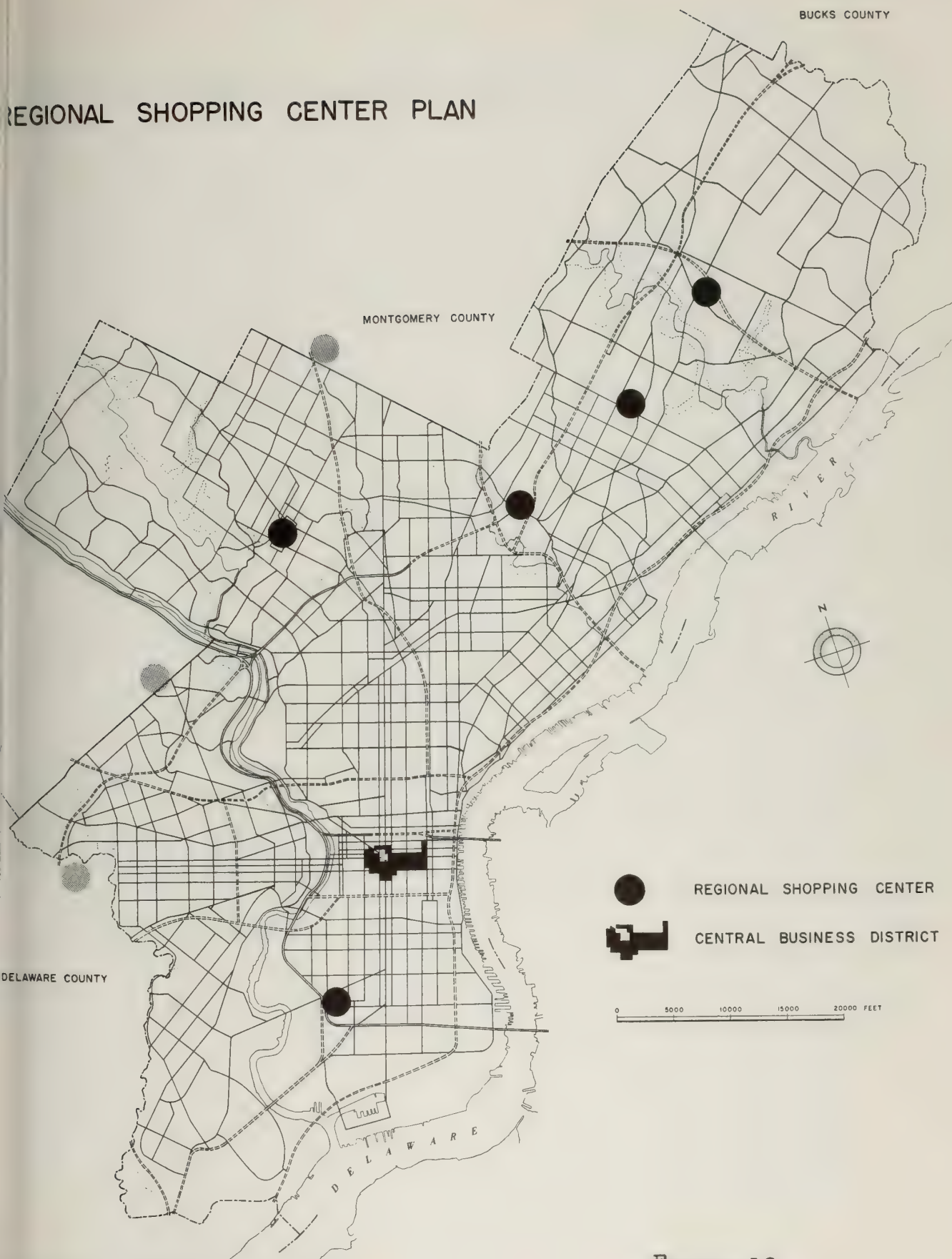


Figure 12

INTERMEDIATE SHOPPING CENTER PLAN

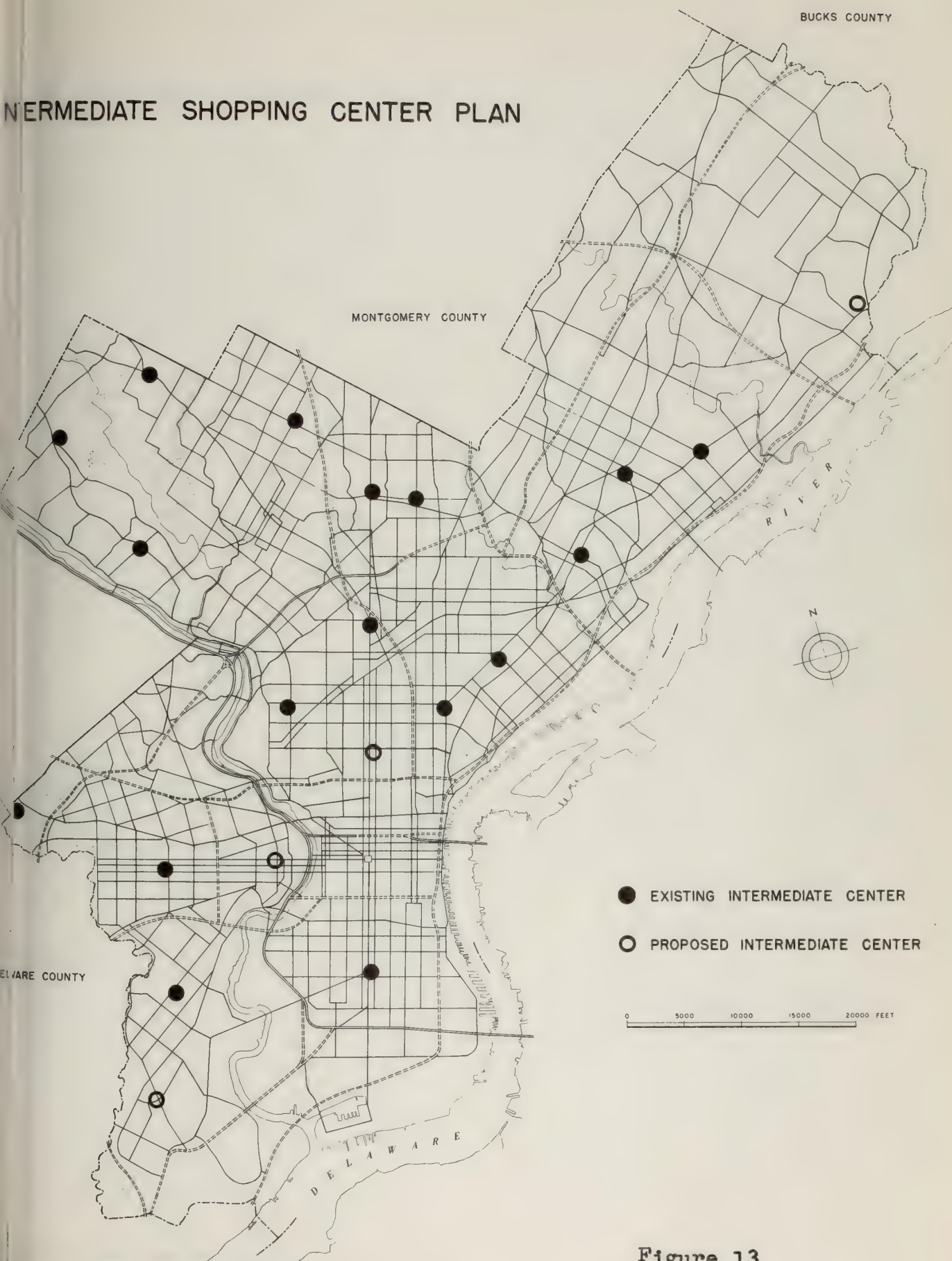


Figure 13

LOCAL SHOPPING CENTER PLAN

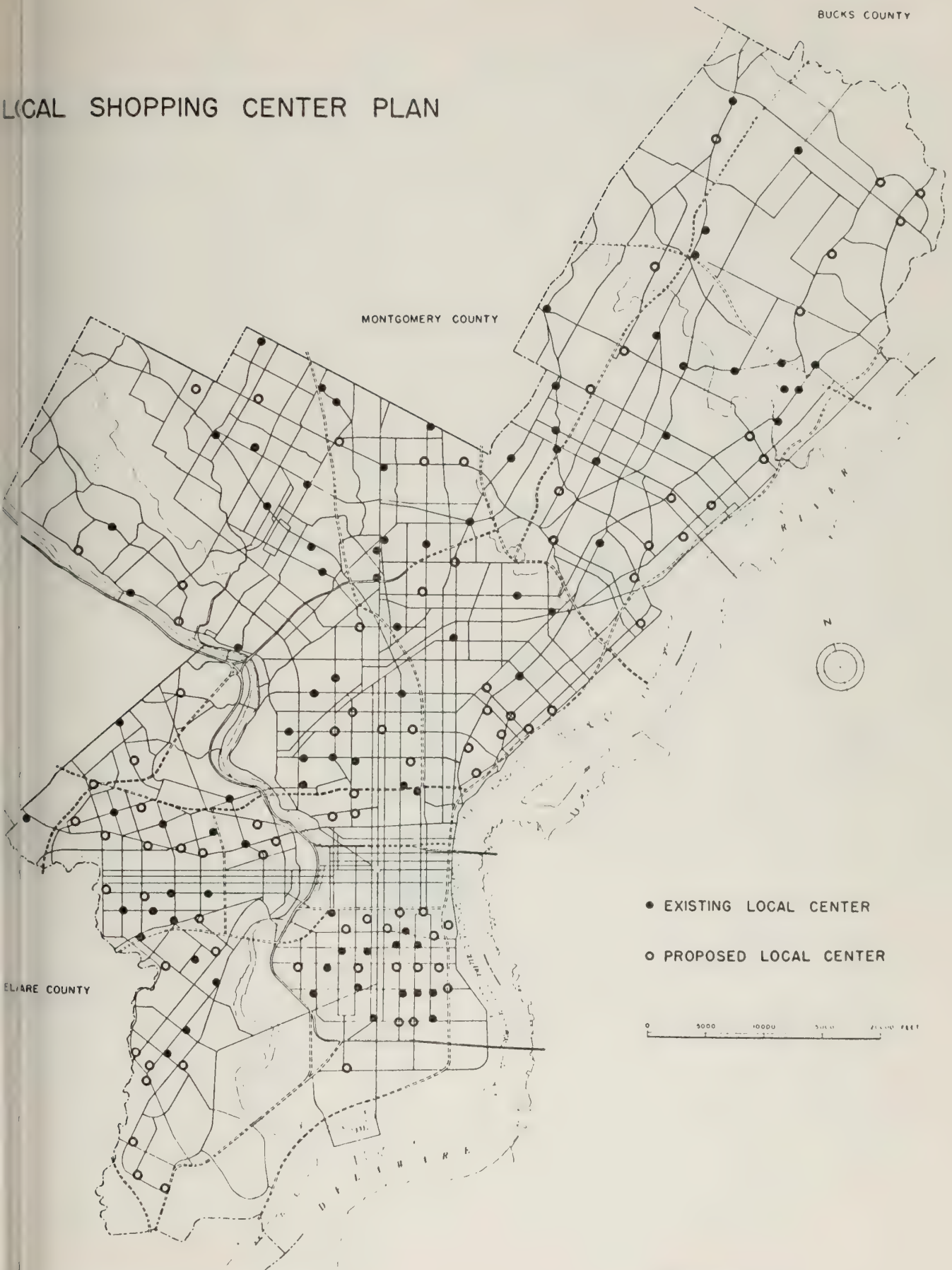


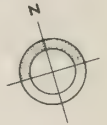
Figure 11

BUCKS COUNTY

COMMERCIAL AREAS 1959

MONTGOMERY COUNTY

DELAWARE COUNTY

 COMMERCIAL AREA

0 5000 10000 15000 20000 FEET

DELAWARE

Figure 15

THE TWO FORM COMPONENTS OF THE COMMERCIAL LAND USE PLAN



FREE STANDING COMMERCIAL AREAS

- AT SHOPPING CENTERS
- ON MAJOR ARTERIAL STREETS

PROPOSED SHOPPING CENTERS

- LOCAL
- INTERMEDIATE
- REGIONAL
- ⊙ CENTRAL BUSINESS DISTRICT

Plan for Recreation and Community Facilities--Called the key to the structural portion of the plan, a proposal for regrouping of the City's communities around focal centers offering educational, cultural, and recreational facilities, -- it proposes creation of 10 major district centers throughout the city and 56 subordinate centers, also an increase from 125 to 207 playgrounds, from 26 to 40 playfields, 20 district parks, 2 large new parks in the city (increasing park acreage from 7,100 to 9,800).²⁶

The proposed 10 districts and the 56 communities (Figures 17 and 18) are to provide a focal point for residential areas. Districts contain 150,000 to 300,000 people; communities contain 25,000 to 50,000 people. District Centers contain a district library, health center, shopping center, and City offices serving the public. Community Centers contain a community library, health clinic, shopping center, and voluntary social agency, wherever possible, with secondary schools and playfields located nearby. The Library Plan is shown in Figure 19.

The Recreation Plan is the composite of a Park Plan, Playground Plan, and a Playfield Plan, located, according to its function, to make the most efficient use of the facility in relation to population (Figures 20, 21, 22 and 23).

Considerable assistance was given to the Planning Commission by the Department of Recreation and the Technical Advisory Committee (a Planning Commission subcommittee) on recreation, which established

²⁶Comprehensive Plan, op. cit., p. 57.

PHILADELPHIA DISTRICTS

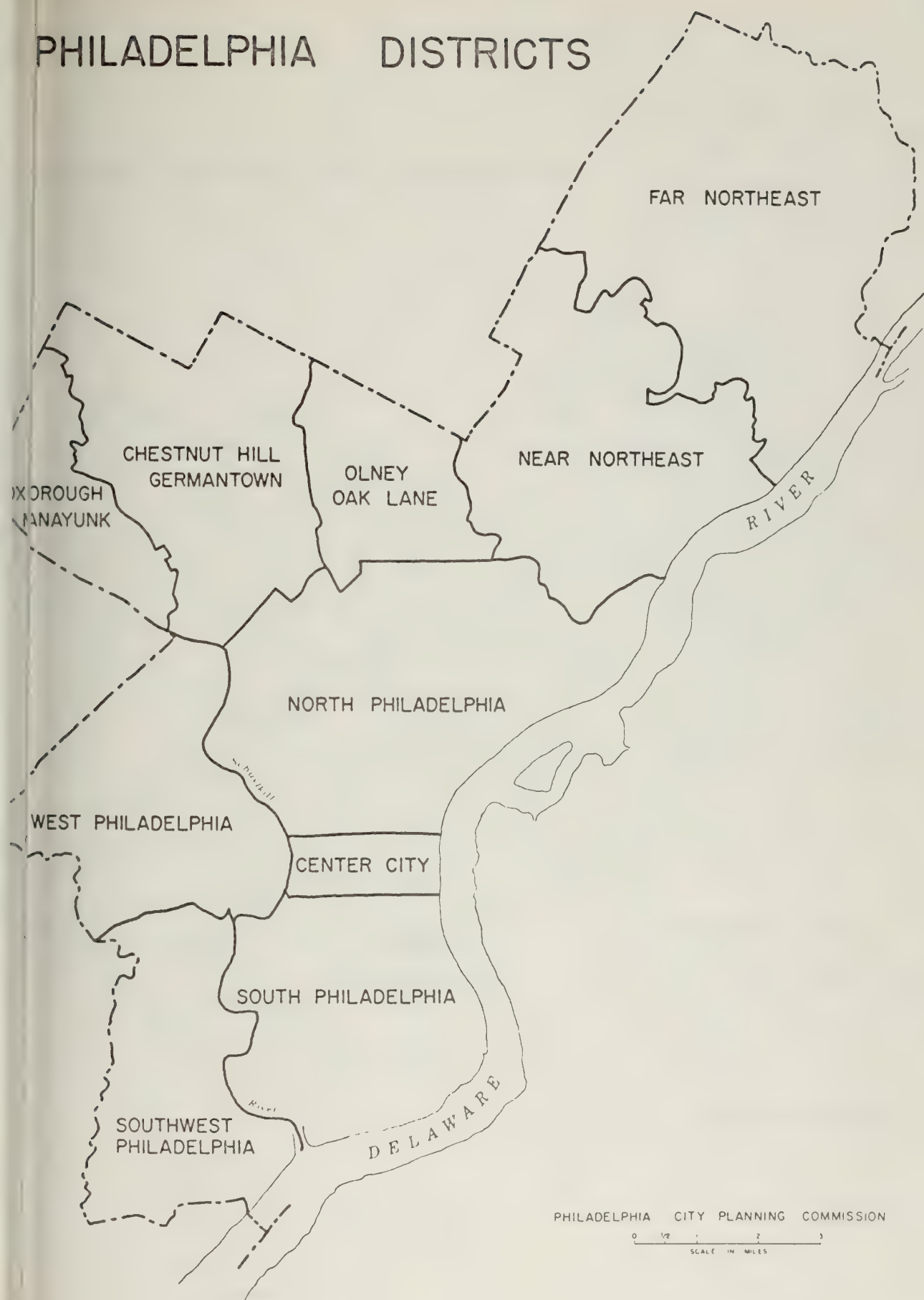


Figure 17

PROPOSED DISTRICTS AND COMMUNITIES

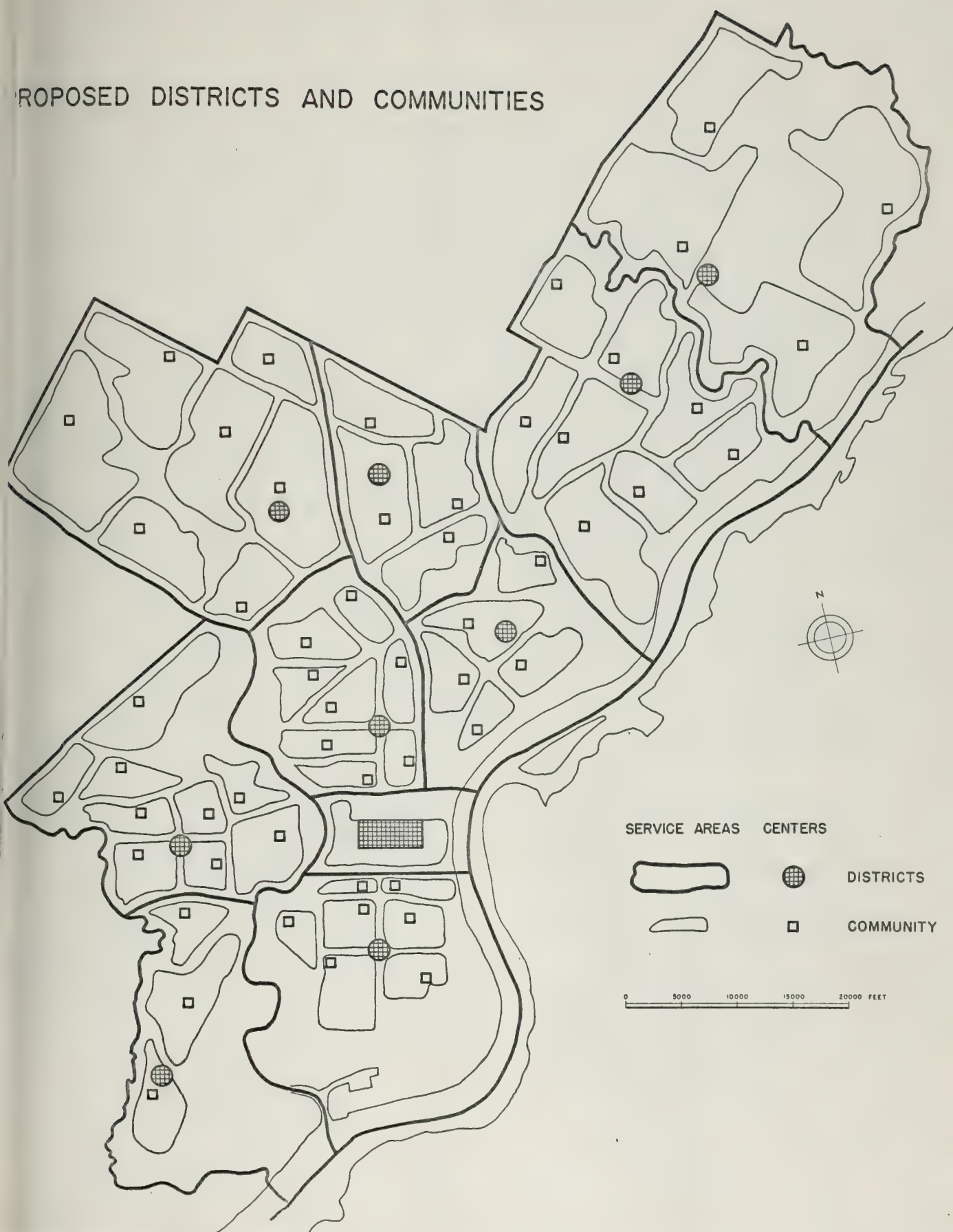


Figure 18

LIBRARY PLAN

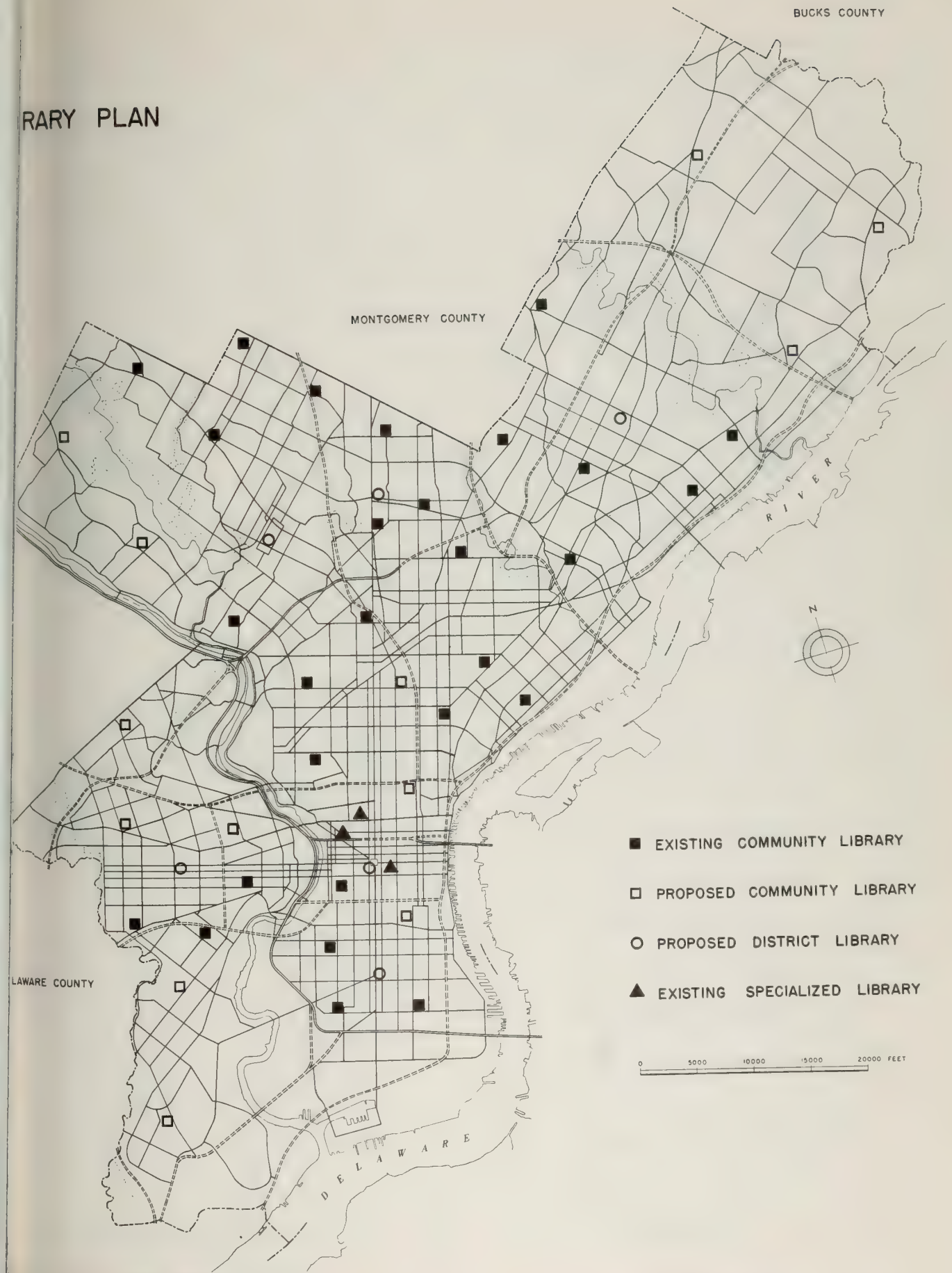


Figure 19

RECREATION PLAN

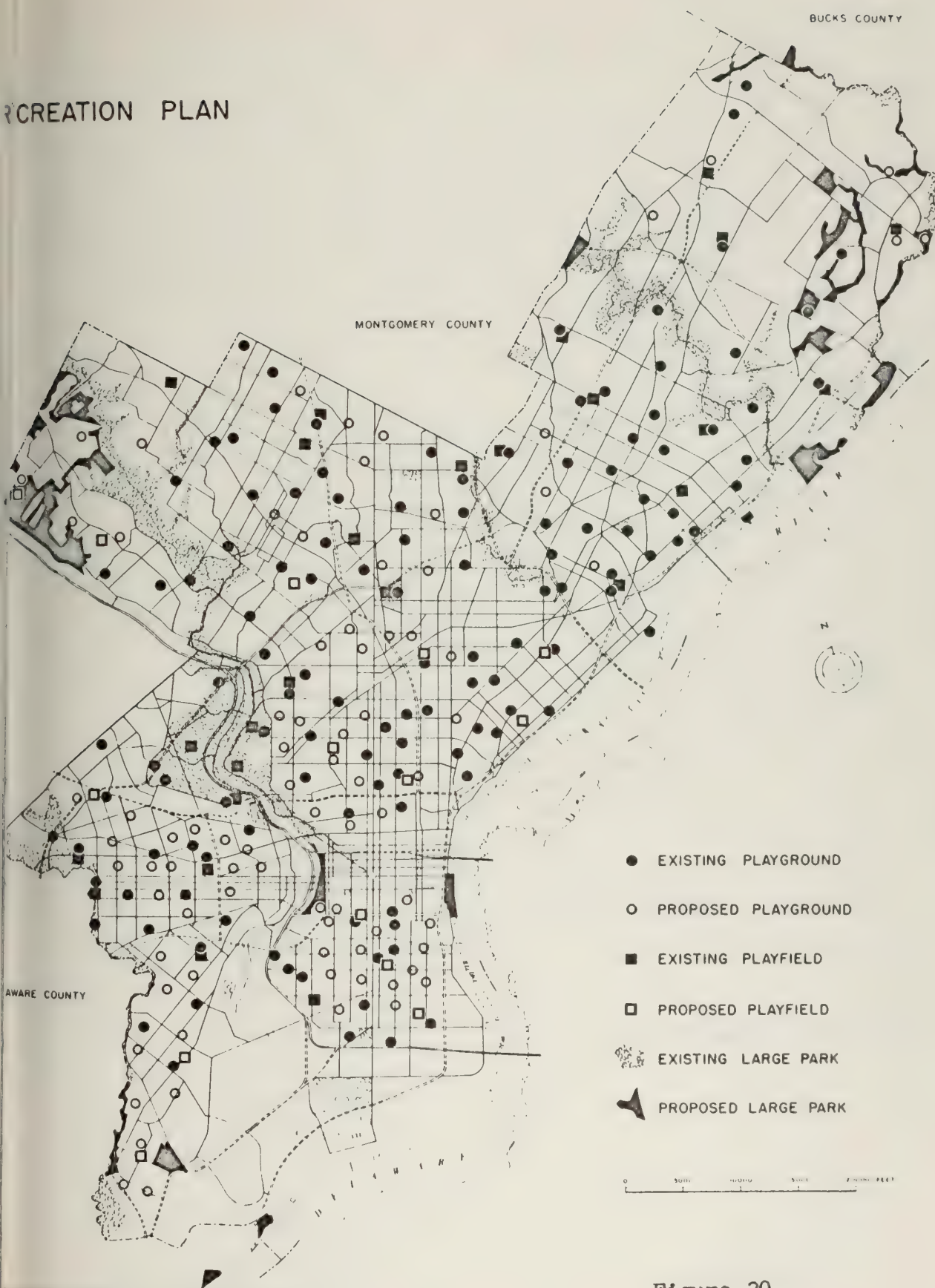


Figure 20

PARK PLAN



Figure 21

PLAYGROUND PLAN

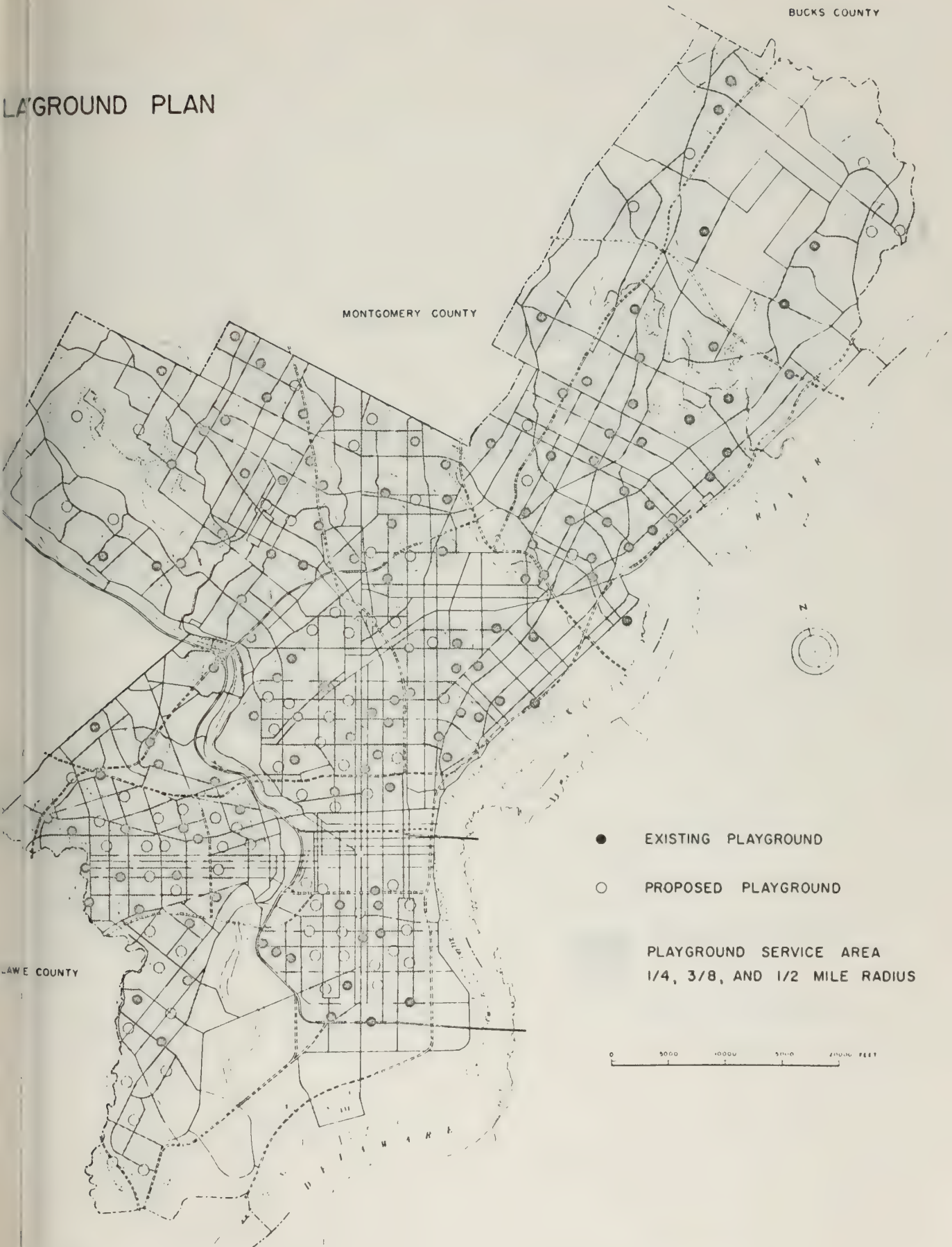


Figure 22

PLAYFIELD PLAN

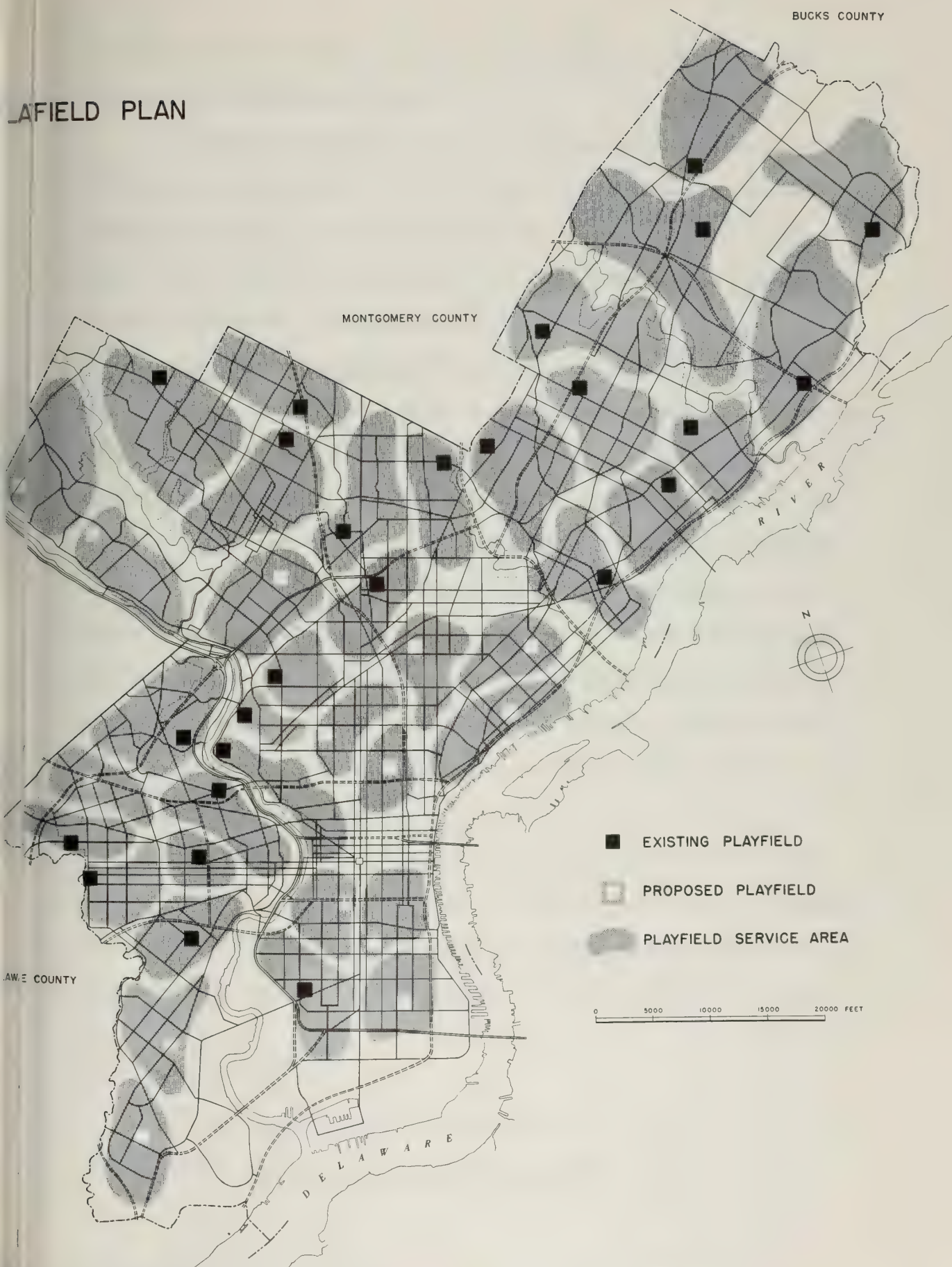


Figure 23

a workable set of standards and critically previewed their application in the Comprehensive Plan.²⁷

A special subcommittee of the Technical Advisory Committee on Recreation developed a set of standards which takes into account residential density, land cost, recreation program and operating costs. This committee consisted of citizens, voluntary agencies, and the Commissioner of Recreation.²⁸

The Plan for Residence (Figures 24, 25, and 26)--The residential proposals include raising the level of housing quality by removing many substandard units. This means reconstructing some five and a half square miles of residential land by removing and rebuilding from one third to all of the units, and by undertaking limited reconstruction in an area of fifteen square miles where between one tenth and one third of the units would be removed. Important to the residential plan is the proposal to provide centrally located public and private facilities in 10 district centers and 56 community centers to serve local areas of the city and to provide residents with a sense of community identification.²⁹

In the diagrams of Figure 27, the factors showing the basic density pattern underlying the plan are mapped as follows: A--Density is highest at the dominant employment and transportation center and decreases with distance from the center; B--Sub-centers induce nodes

²⁷Ibid., p. V.

²⁸Row, "The Physical Development Plan," op. cit., p. 181.

²⁹Row, The Future of Central Philadelphia, op. cit., p. 4.

BUCKS COUNTY

MONTGOMERY COUNTY

DINITIAL DENSITY PLAN

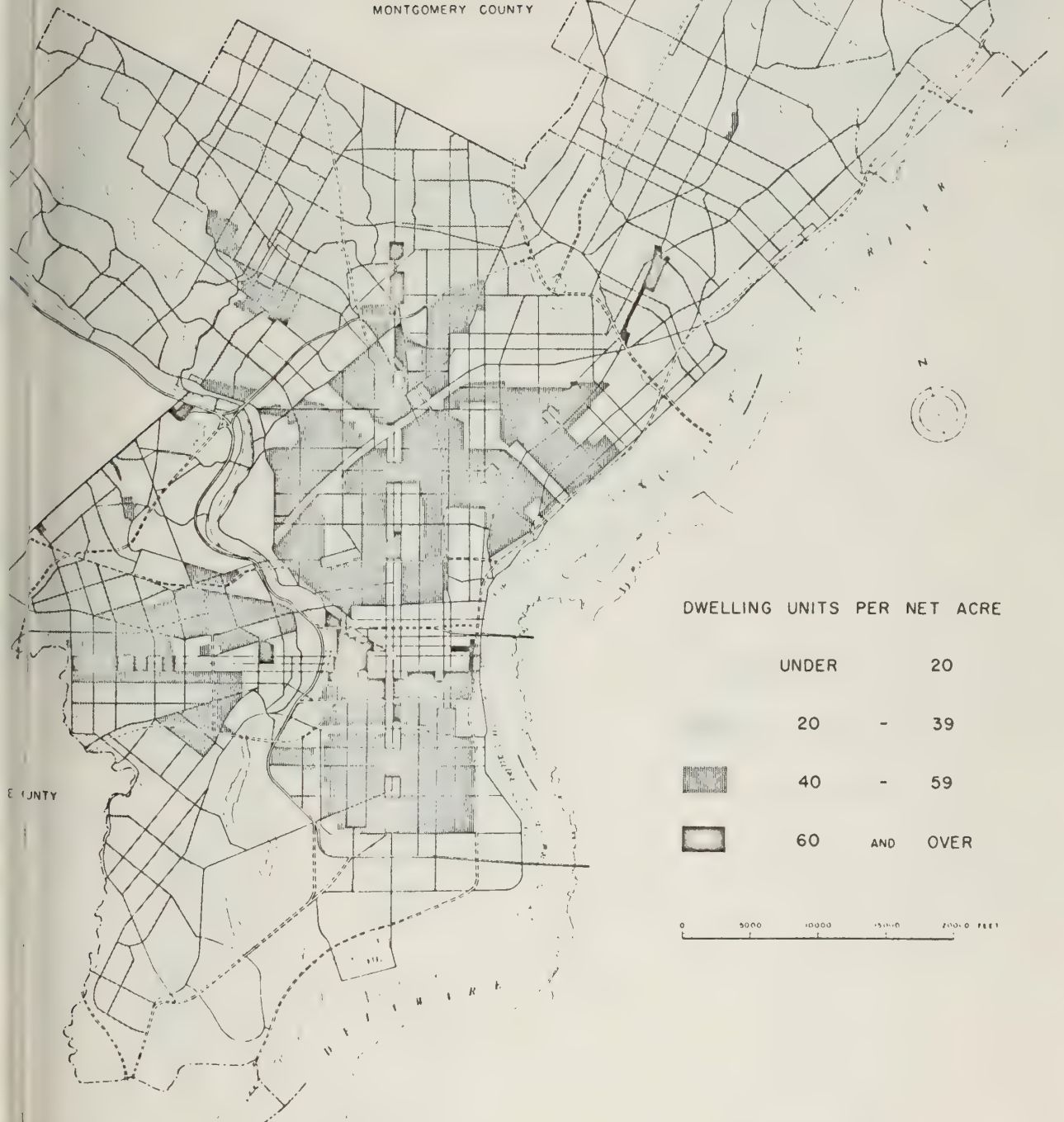


Figure 24

RESIDENTIAL LAND USE PLAN

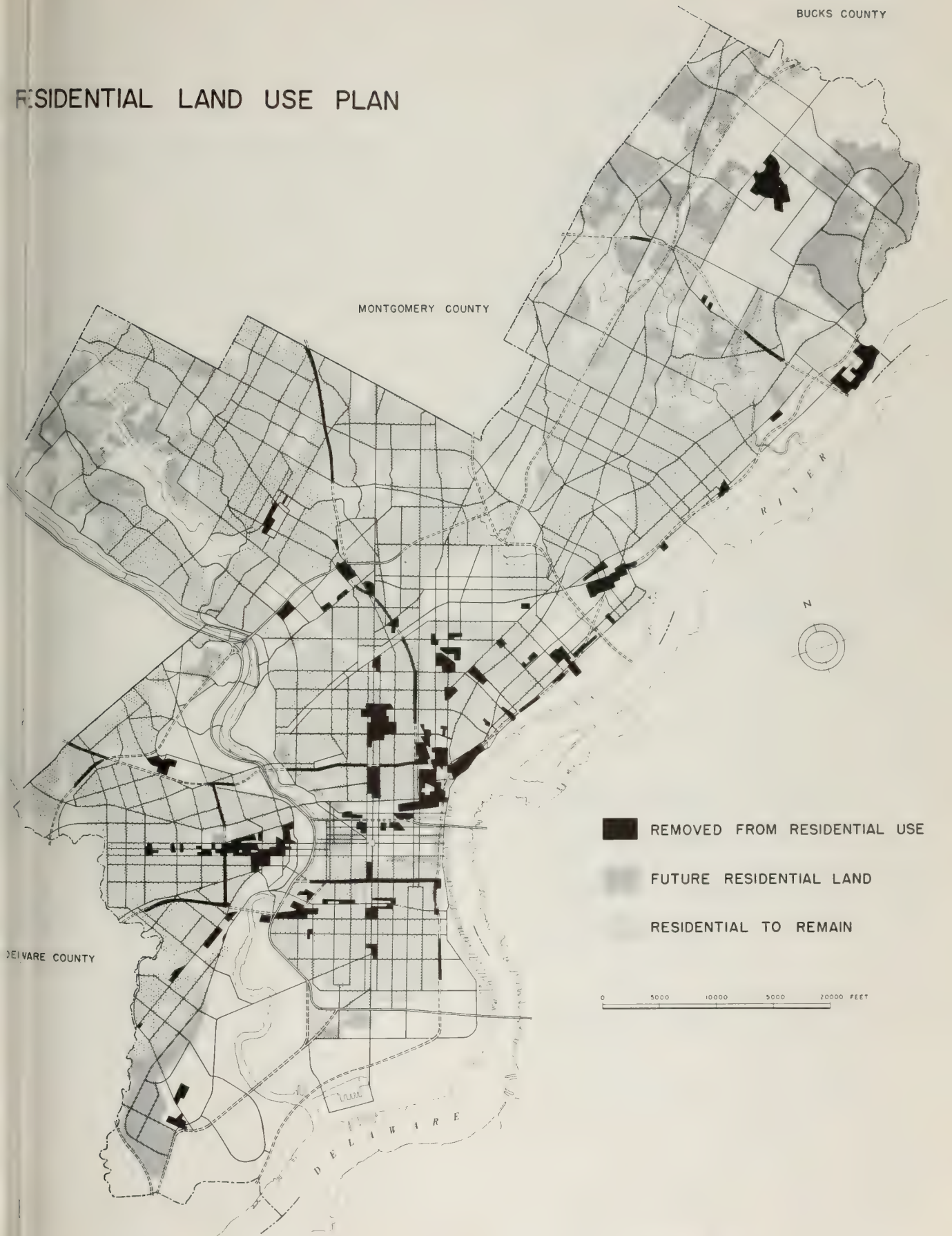


Figure 25

RESIDENTIAL TREATMENT PLAN

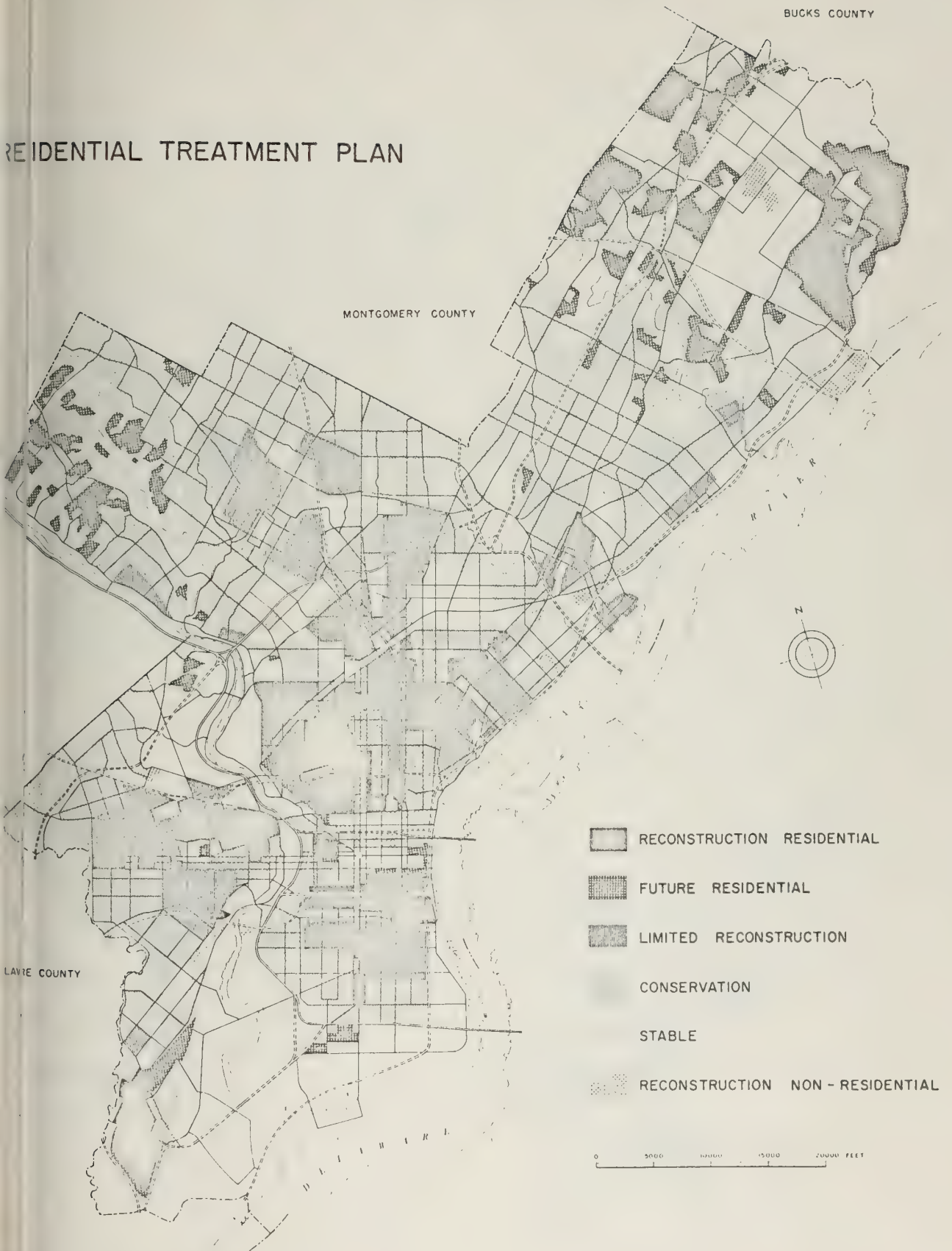


Figure 26

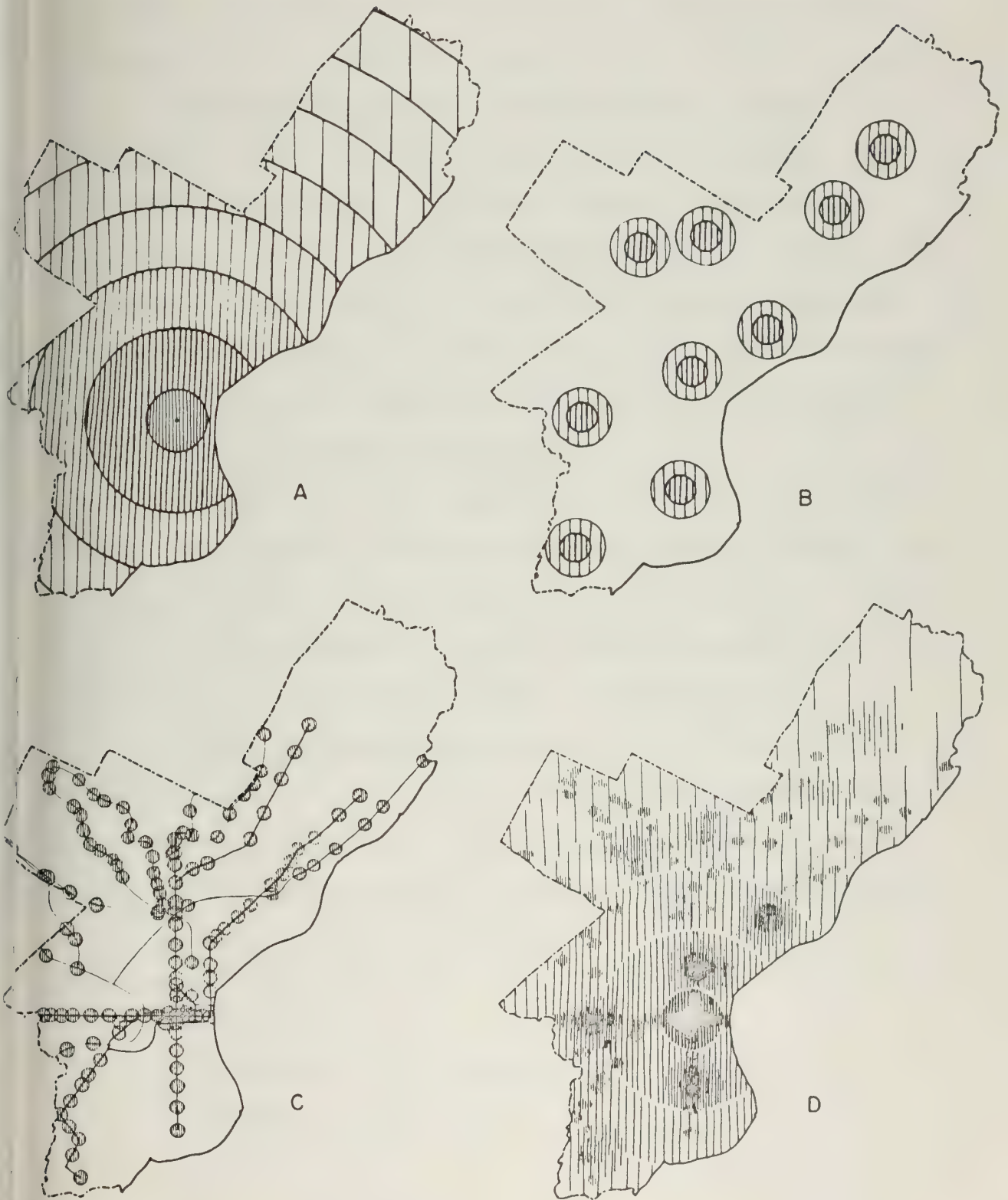


Figure 27

of high intensity; C--Rail-transit stops create areas of transportation advantage which induce dense development; and D--The combination of these factors produces a pattern of relative density. Diagram D represents the relative density against which the plan was prepared.

Plan for Transportation--The transportation proposal is on a metropolitan scale and includes a 100-mile expressway system (Figure 28), and the improvement of a 500-mile arterial street system. It includes extensions of the present subways, replacement of the present elevated lines by subway or open cut construction, and underground connection of the two-rail commuter lines in Center City (The Reading and the Pennsylvania) (Figure 29). Finally, they include a small section on port and airport expansion.³⁰

This portion of the comprehensive plan is based on the report of the Urban Traffic and Transportation Board (now disestablished) in conjunction with the City's department of Streets and Public Property.³¹

The transportation portion is very important since its function is to tie together the land uses of the entire plan.³²

Map of the Comprehensive Plan--The final two pages of the Comprehensive Plan contain two maps entitled, "The Comprehensive Plan" and "The Existing Land Use." From these, one can compare existing land use with planned land use. (Copies of these maps are contained in a jacket at the back of this thesis.)

³⁰Ibid., p. 3.

³¹Comprehensive Plan, op. cit., p. V.

³²Rafsky, op. cit., p. 4.



NOTE: DATE OF CONNECTION TO TACONY FREEWAY TO BE DETERMINED

EXPRESSWAYS

- COMPLETED
- - - PROPOSED
- INTERCHANGES
- PROPOSED ADDITIONS TO SYSTEM

Figure 28

RAIL TRANSIT PLAN

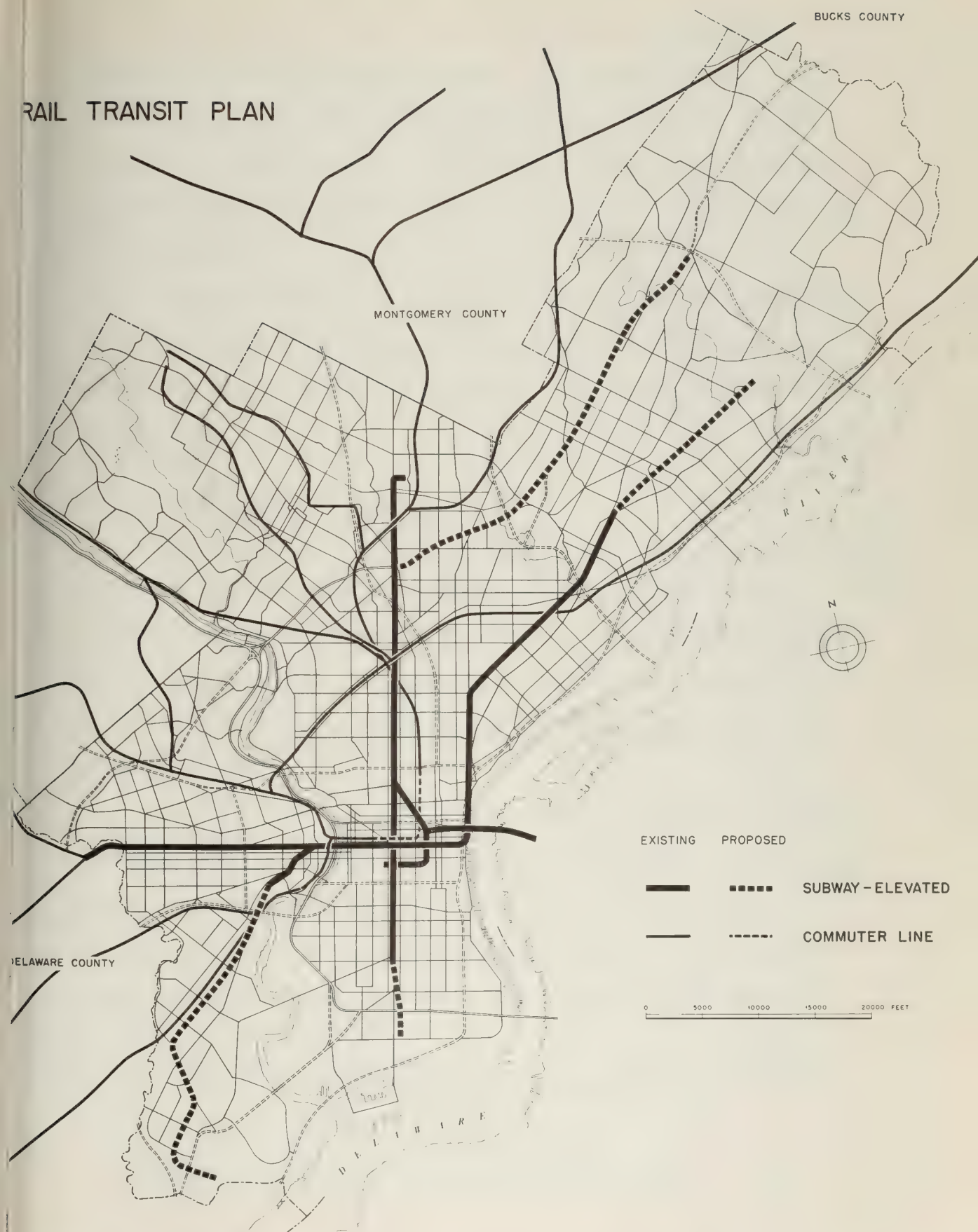


Figure 29

The sorting out of existing land uses is very evident from these maps, but this composite picture tells one very little about texture and how the desired arrangement will be accomplished. The scale of the Composite Plan is such that little detail is discernible and indicates no planned mixed use which now exists and will undoubtedly persist.

The land use aspects can be both complementary and conflicting. Their solution lies in evaluating the separate requirements, or in making land use decisions that chose one of the alternatives over the other.

Costs and Strategy

The Plan is the first master plan of any major city to provide long-range financing within the limits of present fiscal policy. Specifically, the Comprehensive Plan extends Philadelphia's 1960-65 Capital Program indefinitely into the future, with a flexible timetable that sets upper and lower limits to attainment of the Plan's goals.³³

The Plan will cost \$3.5 billion to complete, with the Federal and State governments contributing 49 per cent of this cost.³⁴ At the present city rate of \$25 million a year, it will take 37 years to complete the Plan. If the rate is increased as fast as personal income is expected to rise, then it will be completed in 28 years.³⁵

³³Editors of Engineering News-Record, "Philadelphia Rebuilds to a 21st Century Plan," Engineering News-Record, October 13, 1960.

³⁴Comprehensive Plan, op. cit., p. 14.

³⁵Row, "The Physical Development Plan," op. cit., p. 181.

Tax-supported financing is the key element in this timetable.

It is felt that this tax-supported money will have a seeding effect, and it is expected to stimulate \$9 billion in private investment.

Estimating a plan based on projections for 20 years to come, but taking 28 to 37 years to complete, is a rather shaky basis on which to estimate, since estimating, by its very nature, is a hazardous business because of all the variables outside of the control of the estimator. Take for example that portion of funds expected from federal or state sources. This will surely change, as will the level of incomes that are projected.

Pricing the plan is basically putting a price tag on all the public costs implied in the plan and on all the City's capital investment requirements which may not be clear in the plan itself; grouping the proposed expenditures under functional headings and constructing a profile to show the rate at which expenditures should be undertaken if all elements of the plan are carried forward at the same rate and all completed at the same time; preparing, for comparative purposes, a profile of the existing capital program.³⁶

Summary

The Planning Commission was for several years handicapped by the absence of a physical development plan. Without this, the entire city government lacked a satisfactory chart of objectives

³⁶Loc. cit.

against which to compare specific project proposals and thus judge whether the proposals contributed to the objectives of the City Plan.³⁷ Previous to 1960, individual project requests were sent for review to the members of the staff specializing in that particular function of the Planning Commission. The staff member reviewed each project as to land use and timing in relation to other projects.³⁸ Now all proposals can be judged prior to sending them to the Planning Commission and during Planning Commission review. Some formal criteria now exist for the evaluation of projects. Short-run judgments will have to be measured against long-run criteria and perhaps will generate more long-run decisions.

However, not all decisions are within the framework of the City's area of decision. The actions of the Federal, State, County, and those of the private sector of the economy will affect development, and some of these decisions will require readjustment of the plan.

³⁷Bureau of Municipal Research and Pennsylvania Economy League, Philadelphia's Capital Programming Procedures (Philadelphia: July 1961), p. 43.

³⁸Ibid., p. 41.

Chapter 10

OBSERVATIONS ON THE PHILADELPHIA COMPREHENSIVE PLAN

We have now seen the publication and adoption by CPC of an impressive document--The Philadelphia Comprehensive Plan. Is this, then, the final plan--has it considered all of the elements and does it adequately provide for the attainment of goals? The consensus of opinion is no, this is not the final document; it is but a second approximation requiring further study, analysis, redefining, up-dating and extension. Let it be said that those seeking a final document have set upon an endless search.

Plan vs. Model Elements

The Philadelphia Comprehensive Plan does not purport to be a detailed blueprint, and, indeed, it is not. It is more a guide and reference point for fitting individual projects into an over-all city modernization program. Although goals for the city are expressed in the Plan, all of the goals have not been defined, nor could they all be expressed in this one document. The goals and objectives presented seem in some respects intangible; they are, however, followed by criteria that purport to bring them about. This is, of course, an extremely difficult area of expression because everyone has his own interpretation based upon a great multiplicity of standards.

The Plan is a presentation of a number of individual plans and policy or objective statements which may be translated into a catalogue or shopping list of desired projects. Completion of these

projects or what may be referred to as growth can be considered equivalent to achievement of the community's goals.

What are the seemingly missing elements to the plan? While not endorsing Bassett's elements as being all inclusive, we will for the moment use these as an initial model for comparison. The Philadelphia Plan is seen to lack: a Utilities Plan, a Public Reservation Plan, and a Zoning Plan.

The first of these omissions seems to be the most serious since utilities are costly, not easily enlarged, and practically immovable. It appears that Bassett's observation for this omission is applicable--these systems have been left to the specialists. The "Managing Director's" conviction that this area is the responsibility of the line departments may have, also, been instrumental in its exception from the Comprehensive Plan.

The omission of a Public Reservation Plan may be more a question of where it is presented. Rather than setting these sites aside in a separate plan, Philadelphia has included them in the Plan for Recreation and Community Facilities and the Director of Commerce has included within his plans the reservations for the Port and the Airport. Perhaps the most serious exception is a plan for school sites. Certainly the problem of providing education facilities is one of the most pressing today. The School Board in Philadelphia is responsible for the determination of its requirements and for required construction supported by its own special tax assessment. While they may operate rather independently from the City Government, there

appears to be no basis for the Comprehensive Plan to exclude school sites. Surely if the City can control the siting of residences and business, it can control school sites. This seems very fundamental to the maintenance and establishment of neighborhood areas and most essential to redevelopment programs.

The question of a zoning plan is very difficult. It would appear that, in keeping within the purpose of the Plan as a backdrop or reference point, the City did not desire to encumber the Plan with the control of zoning, but, rather, preferred that zoning be retained as a function of the line administration with the Plan and Planning Commission acting in a consulting position to the Administration.¹

The Community Renewal Program Committee has this to say about the Comprehensive Plan:

The Comprehensive Plan has, however, certain limitations for development programming. The first of these is the acknowledged fact that the present plan omits certain critical elements of physical development such as schools, utilities, and private institutions, all land-demanding uses which require a share of the City's limited resources. Second, the Plan deals primarily with a desired future distribution of land uses and community facilities, physical by-products of future decisions based on objectives, some of which will bear no direct relation to the physical environment. Without a systematic presentation of the various interim objectives which may have to be met before the call for distribution results, the Plan is concerned more with future land use relationships resulting from public and private activity

¹This position is currently in a state of flux due to some rather embarrassing charges of corruption in the Zoning Board of Adjustment, and Mayor Tate has initiated action to make the Zoning Board a "rubber stamp" adjunct of the City Planning Commission. Philadelphia Inquirer, March 21, 1963, pp. 1 and 5.

than with designing a course of action to be followed during the extended period of time required to attain these relationships. In this sense the Plan provides an inadequate basis for the staging of activities.

For these reasons, the Comprehensive Plan can only be considered a part of the framework for actions under the Community Renewal Program. It must be further enriched, tested and amended; it must be used to maximum advantage but not to the exclusion of the broad range of the City's non-physical renewal problems and programs designed for their solution.²

In addition to the analysis of the Plan by the CRP, many other organizations have conducted detailed analyses.³ Most of the reviews see the requirement for additional surveys and up-dating in the areas with which they are particularly interested. Perhaps the greatest criticism from these organizations pertains to the development of the City's economic base in the Plan for Industry and the Plan for Commerce.

In general, the sections of the Plan dealing with the economic base need considerable reworking. Whether or not this is a result of the desire of the city to soft-pedal the eroding economic conditions in the first formal plan, is not so important as the recognition that the City is in trouble, and that intelligent steps must be taken to counteract this condition.

On the other hand, that portion dealing with welfare-type items stands up rather well. Perhaps the early emphasis on welfare by the

²Philadelphia Community Renewal Program, Community Renewal Programming (Technical Report #4) (Philadelphia: December 1962), pp. 9 and 10. Our emphasis.

³For further analysis of the Plan, see: Economics and Taxation Council, Chamber of Commerce of Greater Philadelphia, Review of the Comprehensive Plan of the City of Philadelphia (June 1961).

administration under Mayor Clark can take credit for the results shown in the Plan.

Edmund Bacon, in speaking of the Plan, has this to say:

. . . And so parts of the Plan are getting built. This is the essential ingredient in so many of the grandiose plans that are still-born. The planner must learn from the architect and the client, the architect from the demonstrated scope of vision of the planner, the developer from the work of other developers, and the government officials, the newspapers and the community at large from what they see rising about them, the whole brought to life by the heat of the tensions of construction.

But all this is foredoomed to failure unless there is an underlying design structure of a force and clarity capable of influencing action, and the skill and will in government to produce, modify and extend this structure so that it is continually alive, and to support and protect it when support and protection are needed.⁴

The first annual report on the comprehensive plan by the Planning Commission acknowledges many of the Plan's shortcomings, and cites the beginning of a series of systematic modifications to the Plan. So we see the beginning of the testing and evaluation period during which the Plan will be subjected to critical review, and modification as required. At longer intervals, the Plan will be restudied and, if they seem desirable, more basic revisions will be made.⁵

The next step forward in the Philadelphia Comprehensive Planning process is being taken.

⁴Bacon, Edmund N., "Downtown Philadelphia: A Lesson in Design for Urban Growth," Architectural Record (May 1961), p. 146.

⁵Philadelphia City Planning Commission, Report on The Comprehensive Plan, July 1960-July 1961 (Philadelphia: December 1961), p. 2.

The important essential remaining is not so much the analysis of the plan as it is the application and implementation to which it is put.

Plan Application and Implementation

On July 27, 1961, The City Council of Philadelphia adopted the following resolution:

Resolved, By the Council of the City of Philadelphia, That the Physical Development Plan submitted by the City Planning Commission to the Mayor and to the Council, pursuant to Section 4-600 of the Philadelphia Home Rule Charter, is found to be a comprehensive and proper guide for the physical development of the City.⁶

Since the time of its adoption, the Plan has served as the policy framework for Commission actions, and for actions of the City Administration and Council.⁷

Thus the application of the Plan is announced as a guide for physical development and as a policy framework for action. As such, the City has not enacted the Plan into law, but has given it, so to speak, official status by the Planning Commission's adoption in May 1960, and sanctioned by Council on July 27, 1961. This is significant, in the light of our discussion in Chapter 8, in that the plan is not frozen but is recognized as requiring change from time to time as more data are collected and the plan undergoes its shakedown. The City, while demonstrating its determination to provide comprehensive planning, is not allowing the Comprehensive Plan to place them in a strait jacket.

⁶Ibid., p. 1.

⁷Loc. cit.

The Comprehensive Plan is annually reviewed following the adoption of the capital program by the City Council to determine what changes and re-evaluation should be made in the light of the governmental decisions in the capital program and other developments throughout the year.⁸

The newly created CRP Committee has been given a very large part in the process of review and testing. In the exploration of development objectives and alternate means to these objectives and their import, the CRP staff will be setting in motion a process which will test the goals of the Comprehensive Plan and feed back into these goals revised estimates of what is feasible and desirable.

Wallace has commented that ". . .no other city has a process as complete, as sensitive to real policy changes, and yet as resistant to arbitrary or capricious manipulation."¹⁰

There remains the problem of implementation. Will the Plan be used as a tool of the Planning Commission and Council to guide private as well as public development? How will this be done?

Wallace has said that the Plan is ". . .strictly a technician's plan. . .both highly generalized and in relative detail, both short-run and long-run, its usefulness will be mostly for the technician and physical planner."¹¹ Yet the Plan seems to provide wide latitude for individuality and design within the large areas indicated by land use since specific design for these areas is not part of the Plan--

⁸Bacon, Edmund N., "Urban Design as a Force in Comprehensive Planning," Journal of the American Institute of Planners, 29 (1963), p.4.

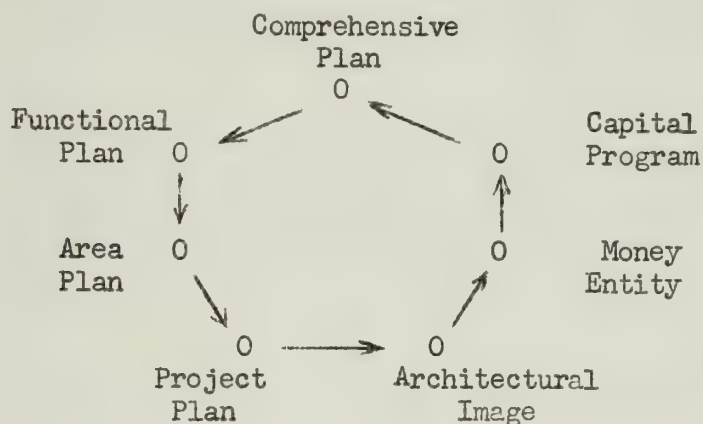
⁹CRP, Technical Report #4, op.cit., p. 5.

¹⁰Wallace, David A., "Renaissancemanship," Journal of the American Institute of Planners, 26 (1960), p. 168.

¹¹Ibid., p. 164.

perhaps quite intentionally since the City Planning Commission may control these area designs by selecting proposals from developers where the City holds title to the property or has included the site in the urban renewal program.¹²

Indeed, Bacon confirms this with his emphasis on "Urban Design" through the following diagram:¹³



These are the seven essential steps in the comprehensive planning process, in which urban design covers the range from the Area Plan to the Architectural Image. The seven steps are described briefly:

1. Comprehensive Plan--sets forth an interrelated, sensitively balanced range of community objectives.
2. Functional Plan--sets forth the physical organization on a regional basis, of a manageable number of factors in their primary interrelation with each other.
3. Area Plan--sets forth, for a limited geographical section of the city, the three-dimensional relationships between the full range of physical factors,

¹²Bacon, Edmund N., "A Case Study in Urban Design," Journal of the American Institute of Planners, 26 (1960), pp. 224-35.

¹³Bacon, "Urban Design as a Force in Comprehensive Planning," op. cit., pp. 2-3.

correlated with the functional plan, which bears on the problems to be solved in the area in order to achieve comprehensive plan objectives.

4. Project Plan--sets forth, in three-dimensional terms, the essential nature of the project or projects which are necessary to achieve the objective of the area plan.
5. Architectural Image--sets forth in human experimental terms what it would be like to see and to move about in the project when it is completed, providing a powerful impetus toward popular understanding and acceptance of the ideas of the plan and popular support for action towards its achievement.
6. Money Entity--based on cost estimates for the construction of the project, is absolutely necessary to give dimension and reality to the project, to provide a definite issue for public debate, and to provide the unit which seeks to find its place in the flow of the capital programming process.
7. Capital Program--really an apportionment of time, sets forth the sequence and dimension of public action for project accomplishment, and so becomes a sensitive regulating device to set the range of comprehensive plan objectives in their proper relationship in space and time.

Control then may be exercised through the Planning Commission;

"...one able to control new subdivision design, to determine largely where and how urban renewal will be carried out, and to influence the scheduling of capital improvements--holds the key to the implementation of the Comprehensive Plan, if it chooses consistently to use it."¹⁴

The danger is that the Planning Commission and Council, in their enthusiasm for a given project or program, may forget the Plan. Since the Plan has been announced as a guide, yet given official sanction by Council, the City may enforce the Plan when desired or ignore it in supporting a given proposal. We shall examine several cases, testing the City's position, in this respect in Part III.

¹⁴Wallace, op. cit., p. 165.

PART III

APPLICATION OF
THE COMPREHENSIVE PLAN

Chapter 11

ANNUAL REPORTS ON THE COMPREHENSIVE PLAN

Two annual reports to the Comprehensive Plan have been published since May 1960.¹ These reports list the changes made in the comprehensive plan as well as official actions in support of the plan. Appendix B contains the data on changes from the first annual report, and Appendix C contains the data on changes from the second annual report. It would serve no useful purpose to restate the discussion of these data already contained in these reports. However, some of these data will be rearranged in a different form and in more detail for analysis of changes.

Land Use 1960-1980

Data on the area of existing and proposed land use, not included in the Comprehensive Plan, have been compiled in Table 1.

The existing land use map for 1960 given in the Comprehensive Plan was prepared using a 1954 study of land use in Philadelphia.² Vacant land accounted for 21.1 per cent of the total land area, but is planned to be fully developed by 1980. All categories of land use show an increase in acreage from 1960 to 1980 within the city, except for Cemeteries. The plan proposes to make Center City and

¹Philadelphia City Planning Commission, Report on the Comprehensive Plan May 1960 - June 1961 (Philadelphia: December 1961) and Report on the Comprehensive Plan July 1961 - June 1962 (Philadelphia: January 1963).

²Philadelphia City Planning Commission, Land Use in Philadelphia 1944 - 1954 (Philadelphia: 1956).

Table 1*

Land Use 1960 and Planned Land Use 1980

Land Use	1960		1980	
	Acres	Per cent	Acres	Per cent
Residence	36,871	43.1	41,700	48.7
Commerce	3,925	4.6	4,100	4.7
Recreation	8,623	10.1	11,100	13.0
Institutions	3,750	4.4	4,500	5.3
Cemetery	1,109	1.3	980	1.1
Industry	8,177	9.6	18,100	21.2
Transportation and Utilities	4,949	5.8	5,100	6.0
Total Developed Land	67,404	78.9	85,500	100.0
Vacant	18,080	21.1	-0-	-0-
TOTAL LAND AREA	85,484		85,500	100.0

*Source: Notes of Edwin H. Knapp, Planner, Comprehensive Planning Division, Philadelphia City Planning Commission.³

Philadelphia the dominant center of the metropolitan region, yet only a slight increase in commercial area seems required to gain this dominance. An interesting, but difficult, question could be raised on the decrease in land use for cemeteries, but it is too detailed to pursue here. Table 1 gives us a more complete picture of the comprehensive plan.

Changes to Land Use Since May 1960

Table 2 lists the total number of changes to the plan by land use category through June 1962. "Residence" use represents the greatest number of losses (37), while "Commerce" has had the greatest number of additions (24). Since residential land represents 51 per cent of the

³The authors had difficulty obtaining consistent land use figures for 1980, and Table 1 represents the best information available which would add up to 85,500 acres, the approximate total area available.

proposed planned land use, it could be expected to contain the greatest number of changes. Commercial use, on the other hand, represented only 4.7 per cent of proposed land use (Table 1) and ranked 6th in seven categories of land use by area.

The number of changes is only significant when considered in conjunction with other data. Table 3, for example, lists the same changes by acreage of change. Again, "Residence" use lost the most (419.6 acres), while "Commerce" gained the most (403.0 acres). However, a single change to the plan of 297.0 acres for a harness track in far Northeast Philadelphia represents the major portion of the commercial gain, and, of this 297.0 acres, 267.4 acres came from residential use and 29.6 acres from park use. Further, much of this land is still vacant and therefore more easily changed.

Table 4, which shows the "net" change to the land use plan, places Commerce as the greatest net gainer and Residence as the greatest net loser. This relationship may or may not hold true in the future. Certainly commercial use of land can usually out-bid all other land uses.⁴ More data would have to be studied for future years, together with the sources of these changes and reasons (if they are known), before any results would be conclusive.

Source of Changes to the Comprehensive Plan

The changes to the land use plan are classified by source or origin as follows: (See Appendix B, Table 1)

P--Property Ordinance	S--Subdivision Ordinance
R--Redevelopment Ordinance	Z--Zoning Ordinance

⁴For typical resale values per square foot by land use, see Appendix F for capitulation of Resale Values for land in the Independence Mall Redevelopment Area.

Table 2*

Number of Changes in the Land Use Plan
of the Comprehensive Plan, May 1960 - June 1962

[Arranged in descending order from maximum]

<u>LAND TAKEN "FROM":</u>		<u>LAND ADDED "TO":</u>	
	(changes)		(changes)
1. Residence	37	1. Commerce	24
2. Recreation	22	2. Residence	22
3. Commerce	12	3. Recreation	16
4. Transportation & Utilities	5	4. Institutions	12
5. Institutions	3	5. Industry	8
6. Industry	3	6. Transportation & Utilities	1
7. Cemeteries	<u>2</u>	7. Cemeteries	<u>1</u>
"TOTAL"	84		84

*Source: Table 6, Report on the Comprehensive Plan, July 1961 - June 1962. See Appendix C.

Table 3**

Area of Changes in the Land Use Plan
of the Comprehensive Plan, May 1960 - June 1962

[Arranged in descending order from maximum] [in acres]

<u>LAND TAKEN "FROM":</u>		<u>LAND ADDED "TO":</u>	
1. Residence	419.6	1. Commerce	403.0
2. Recreation	160.8	2. Recreation	147.7
3. Industry	129.3	3. Residence	111.3
4. Commerce	66.8	4. Industry	92.7
5. Trans. & Utilities	21.2	5. Institutions	52.9
6. Cemeteries	9.5	6. Trans. & Utilities	6.0
7. Institutions	<u>8.0</u>	7. Cemeteries	<u>1.6</u>
	815.2		815.2

**Mr. Ed Knapp indicated there were 6 changes totaling 23.5 acres from June 1962 - Sept. 1962 and 4 changes totaling 27 acres from Sept. 1962 - Dec. 1962. These figures have not yet been released by the Planning Commission. Mr. Knapp considered these figures only minor adjustments to the plan.

Table 4

NET Acreage of Changes to the Land Use Plan,
May 1960 - June 1962

[Arranged in descending order]

1. Commerce	+336.3 (+297)
2. Institutions	+ 44.9
3. Cemeteries	- 7.9
4. Recreation	- 13.1 (-29.6)
5. Trans. & Utilities	- 15.2
6. Industry	- 36.6
7. Residence	-308.3 (-267.4)

The figures in parentheses represent a 297.0-acre change of land use to Commercial Recreation in Far Northeast Philadelphia (Harness Track).

These changes by source are summarized in Table 5. The greatest total change occurred in the Zoning Ordinances; but the single change of 297.0 acres of land for the harness track accounts for the major portion of this total change. The greatest number of changes occurs under Redevelopment Ordinances.

It has been stated that general modifications to the plan might result from a change in the regional transportation system, from a change in policy and standards for commercial areas or playgrounds, or such as might result from the completion of a district plan.⁵ Mr. Knapp commented that Redevelopment Plans would be a

⁵PCPC, Report on the Comprehensive Plan, May 1960 - June 1961, p. 12.

"finer" detail of study than District Plans, and that these Redevelopment Plans could produce changes of a finer detailed nature.⁶ If this be so, then it would be well to look further into the changes classified under "Redevelopment Ordinances," since these are not discussed in detail in the reports on the comprehensive plans, as are some other categories of change.

Table 5*

Source of Changes to the Land Use Plan,
May 1960 - June 1962

Source	<u>May '60-June '61</u>		<u>July '61-June '62</u>		<u>May '60-June '62</u>	
	<u>Number</u>	<u>Acres</u>	<u>Number</u>	<u>Acres</u>	<u>Number</u>	<u>Acres</u>
Zoning--Z	11	337.4	4	8.6	15	345.0
Property Ordinance--P	4	6.9	-0-	-0-	4	6.9
Redevelopment Ordinance--R	15	74.0	19	68.3	34	142.3
Subdivision Ordinance--S	1	8.0	-0-	-0-	1	8.0
Miscellaneous--M	8	131.4	10	148.3	18	279.7

*Source: Appendix B, Table 7; and Appendix C, Table 12.

This table does not include drafting errors or Re-definitions of land use.

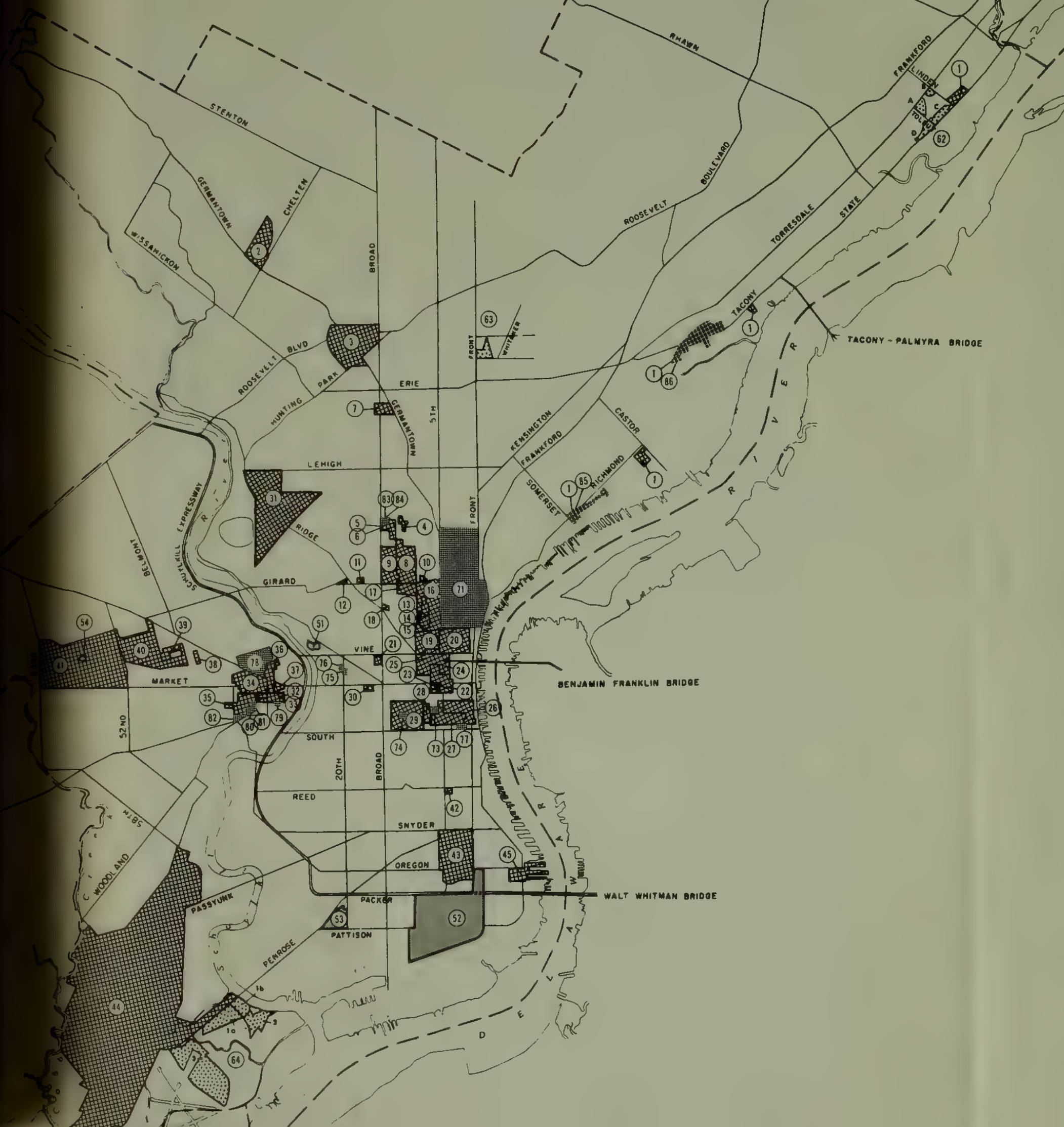
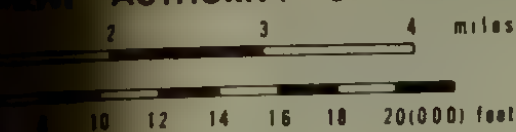
Redevelopment-Generated Changes

Figure 30 shows the redevelopment areas and status of projects for the City of Philadelphia, and Appendix D lists these same areas with a brief description of the projects. General information on Redevelopment Projects for the subsequent discussions in Part III may be obtained from these sources.

⁶Discussion with Mr. Edwin Knapp, Philadelphia City Planning Commission, on April 8, 1963.

DEVELOPMENT THORITY GRAM

PHILADELPHIA AUTHORITY OF THE CITY OF PHILADELPHIA



LOCATION AND CURRENT STATUS OF PROJECTS

JANUARY 1962

		STUDY	PLANNING	EXECUTION	COMPLETED
	FEDERALLY AIDED				
1	DELAWARE EXPRESSWAY AREAS				
2	MORTON				
3	NICETOWN				
4	NORRIS-HOMES (PUBLIC HOUSING)				
5	TEMPLE UNIVERSITY 2				
6	TEMPLE UNIVERSITY 3 - SCIENCE BLDG.				
7	TEMPLE MEDICAL				
8	SOUTHWEST TEMPLE "A":				
1a	JEFFERSON MANOR				
1c	ST MALACHY'S				
3	HARRISON PLAZA HOMES				
4	JOHN WANAMAKER JR. HIGH SCHOOL				
5a	GORDON DAVIS LINEN SUPPLY				
6	HARRISON SCHOOL PLAYGROUND				
10	DENNY, MT ZION, BRIGHT HOPE				
9	SOUTHWEST TEMPLE URBAN RENEWAL AREA				
10	ST. LUKE'S				
	COLLEGE AVENUE REDEVELOPMENT AREA:				
11	ST. JOSEPH'S PREPARATORY SCHOOL				
12	BEREAN SCHOOL				
	EAST POPLAR "A":				
13	#2 PENN TOWNE				
14	#3 SPRING GARDEN HOMES				
15	#1 FRIENDS SELF-HELP PROJECT				
	#4 & 5				
	#6 WISTER SCHOOL PLAYGROUND				
16	EAST POPLAR URBAN RENEWAL AREA				
17	WEST POPLAR - NORTH ALLEN				
1	CAMBRIDGE PLAZA HOMES				
2a	SHOPPING CENTER				
2b	MEDICAL CENTER				
3	GIRARD AVENUE				
18	WEST POPLAR - SALVATION ARMY				
19	FRANKLIN				
20	CALLOWHILL EAST				
	CENTER CITY:				
21	HAHNEMANN HOSPITAL				
22	INDEPENDENCE MALL I				
23	INDEPENDENCE MALL II				
24	INDEPENDENCE MALL III				
25	INDEPENDENCE MALL IV				
26	WASHINGTON SQUARE EAST UNIT 1				
27	WASHINGTON SQUARE EAST UNIT 2				
28	WASHINGTON SQUARE EAST UNIT 3				
29	WASHINGTON SQUARE WEST				
30	WEST PLAZA				
31	STRAWBERRY MANSION				
	UNIVERSITY CITY:				
32	UNIVERSITY OF PENNSYLVANIA 1a & 2				
33	UNIVERSITY OF PENNSYLVANIA 1b TO DREXEL				
34	UNIVERSITY CITY UNIT 3				
35	UNIVERSITY CITY UNIT 4				
36	UNIVERSITY CITY UNIT 5				
37	DREXEL INSTITUTE				
38	MOUNT OLIVET				
39	MILL CREEK 1 MILL CR HOMES (PUB. HOUSING)				
	MILL CREEK 2 MARTHA WASHINGTON SCH PLAYGO				
40	WEST MILL CREEK				
41	HADDINGTON				
42	EINSTEIN SOUTHERN				
43	WHITMAN				
44	EASTWICK				
45	DELAWARE RIVER PORT SOUTH				

		STUDY	PLANNING	EXECUTION	COMPLETED
	CITY AIDED				
51	NORTH TRIANGLE - PARK TOWNE PLACE				
52	FOOD DISTRIBUTION CENTER				
53	HARTRANFT				
54	HADDINGTON RECREATION				
	INDUSTRIAL (CITY-OWNED LAND)				
61	NORTHEAST AIRPORT:				
	TRACT A				
	TRACT B				
	TRACT C				
	TRACT D				
62	TORRESDALE:				
	TRACT A				
	TRACT B				
	TRACT C				
	TRACT D				
63	FRONT - LUZERNE				
64	PENROSE TRACTS:				
	TRACT 1a				
	TRACT 1b				
	TRACT 2				
	TRACT 3				
	NON-ASSISTED				
71	AMERICAN STREET				
	CENTER CITY:				
73	HOPKINSON HOUSE - 220 FINANCING				
74	WASHINGTON SQ. WEST-220-HOLLANDER				
75	MOORE INSTITUTE				
76	FRANKLIN INSTITUTE				
77	SOUTHEAST CENTRAL REDEVELOPMENT AREA: ABBOTT'S DAIRIES				
78	POWELTON - 220 FINANCING				
	UNIVERSITY OF PENNSYLVANIA				
79	PHYSICS				
80	WHARTON				
81	ANNENBERG SCHOOL				
82	MEN'S DORMITORY TRIANGLE				
	TEMPLE UNIVERSITY:				
83	#1 PEABODY HALL				
84	#4 MEN'S DORM				
85	PORT RICHMOND				
86	PRATT				

----- PHILADELPHIA CITY LIMITS

Figure 30

Table 6*

Changes to the Land Use Plan Classified Under
Redevelopment Ordinances

<u>Redevelopment Area</u>	<u>Redevelopment Area in Acres</u>	<u>Number of Changes</u>	<u>Area of Change</u>	<u>PerCent Change</u>
Eastwick	3500	7	50.0	Neglig.
Haddington	472	7	16.4	3.5
College Avenue	66	3	12.4	13.8
East Poplar	87.2	1	1.4	Neglig.
Washington Square	285.6	11	46.2	16.2
University City Unit #3	53.4	5	15.9	29.8

*Source: Appendix B, Table 7, and Appendix C, Table 12.

Included under "Redevelopment Ordinances" were changes affecting six of these areas as shown in Table 6. It should be noted that most of the Redevelopment Plans were prepared prior to the preparation of the Comprehensive Plan and, therefore, only those plans published or amended since May 1960 would be involved in this discussion. We find the changes to Eastwick, Haddington, and East Poplar too inconclusive, and will therefore not be discussed.

College Avenue Redevelopment Area--Certified on April 5, 1960, the plan published on December 6, 1960.⁷ It contains 66 acres and 1,775 dwelling units. The Comprehensive Plan has been modified by 12.4 acres representing 13.8 per cent of the Redevelopment Area. The changes are as follows:

⁷Philadelphia City Planning Commission, College Avenue Redevelopment Area Plan (Philadelphia: December 1960).

- | | | |
|-----------------------------|-----------|--|
| 1. Residence to Institution | 8.4 acres | Expansion of Saint Joseph's Preparatory School |
| 2. Residence to Institution | 2.2 acres | Expansion of cultural facilities |
| 3. Residence to Institution | 1.8 acres | Expansion of the Franklin Institute |

This redevelopment area represents a very small area of the city, and has only been changed by 13.8 per cent. However, all these changes concern institutional expansion not provided for in the original plan. It has been shown in Chapter 10 that there was a lack of certain elements of physical development in the plan, such as schools and private institutions, and the effect of these missing elements was seen in this redevelopment area when a "finer" planning level was reached. An institution represents a land use that is valuable to the city, and, if it is to be retained, it will be accommodated by the Master Plan.

University City Unit #3 Redevelopment Area--This plan, published May 18, 1962, amends a part of the University Area Plan of September 26, 1950.⁸ Although the redevelopment for this total area is primarily designed to provide land for the expansion of the University of Pennsylvania and Drexel Institute of Technology, University City-3 is proposed primarily for private, non-institutional development to take advantage of the removal of the elevated tracks from this section of Market Street.

⁸Philadelphia City Planning Commission, University City-3 Redevelopment Area Plan (Philadelphia: May 1962).

The area contains 53.4 acres, and has been modified by 15.9 acres representing 29.8 per cent of the area as follows:

1. Shopping Center to Free Standing Commercial	9.4 acres	This area is proposed for research, a free standing commercial use.
2. Residence to playground	2.6 "	The site of the playground proposed adjacent to the Drew-Kendrick School is relocated by this action.
Institution to playground	1.3 "	
Playground to institution	1.0 "	
Playground to residence	1.6	
	<u>6.5</u>	

Although not part of the two major institutional expansion areas, a research commercial area is attracted to the source of that talent at the universities. Inasmuch as the West Philadelphia Corporation and PIDC are active in this area, the influence and needs of these institutions will be felt throughout its development.

Washington Square Redevelopment Area--Plan published on June 17, 1957 and amended August 1961.⁹ It consists of portions of three previously certified areas:

1. Old City Redevelopment Areas--certified January 19, 1948; amended November 7, 1956.
2. Lombard Street Redevelopment Area--certified January 16, 1952; amended November 7, 1956.
3. Southeast Central Redevelopment Area--certified January 9, 1948.

Changes to this area are 46.2 acres representing 16.2 per cent of the area as follows:

⁹Philadelphia City Planning Commission, Washington Square Redevelopment Area Plan (Philadelphia: Amended August 1961).

	Acres	
1. Residence to Shopping Center	4.0	Conformance to existing commercial use (Central Business District [CBD])
2. Residence to Shopping Center	3.8	Conformance to existing commercial use (CBD)
3. Residence to Institution	8.0	Conformance to existing institutional use (Jefferson Medical College and Hospital) and provision for expansion.
4. Playground to Park	2.0	This action and action 7 represent an exchange in location of neighborhood facilities proposed in the Comprehensive Plan.
Playground to Residence	1.0	
	<u>3.0</u>	
5. Residence to Shopping Center	7.6	Conformance with existing commercial use (CBD); additional parking in garages is provided.
6. Residence to Institution	3.8	Conformance to existing institutional use (Pennsylvania Hospital) and provision for expansion.
7. Park to Playground	2.0	This action and action 4 represent an exchange in location of neighborhood facilities proposed in the Comprehensive Plan. The location of the playground at this site provides better service for the area.
Residence to Playground	1.0	
	<u>3.0</u>	
8. Residence to Shopping Center	8.6	Conformance to existing commercial use (CBD); additional parking in garages is provided.
9. Residence to Free Standing Commercial	4.4	Commercial use oriented to the tourist; extension of the CBD.

The Washington Square Redevelopment Area represents a very complicated, high land value part of the city, that has been under study for nearly fifteen years. It borders on the State Mall, is adjacent to the Central Business District, is part of Center City, and contains

many historic buildings of the city. The Old Philadelphia Corporation is active in this area, as well as the commercial interests of the Central Business District. Within one year after the plan was published, we have nine minor adjustments to the plan, and seven of these changes are to conform to existing uses, with two modifications due to institutions.

Redevelopment in the area, and in parts of the entire Center City Area, is moving at a rapid pace. It will be an area to study with respect to its test of the validity of the Comprehensive Plan, especially since it is located at the doorstep of the Planning Commission and should have been within convenient reach for study during the preparation of the Plan.

The four largest changes to the plan are as follows:

	Acres	
1. Residence to Free-Standing Commercial	<u>267.4</u>	This is a suitable open site for a harness track. Continuity of Poquessing Park will be maintained.
Park to Free-Standing Commercial	<u>29.6</u>	
(East of Woodhaven & Knights roads) Zoning change	297.0	
2. Industry to Park (Area bounded by State Road, Fidler Street, Minor Street and Fishers Lane) (Misc.)	91.8	A recent change in policy designates this area for Park use.
3. Park to Industry	50.6	Extends continuous industrial area from existing industry to Domino Lane Incinerator. Remaining Park is of adequate size.
Residence to Industry	<u>11.2</u>	
(Umbria Street and Parker Ave.) (Staff restudy) (Misc.)	61.8	
4. Industry to Park (Fernhill Park) (Misc.)	24.0	This change in Plan recognizes the fact that construction of expressway has not diminished use of this part of the park.

The largest four changes to the plan are classified as either "zoning" changes or "miscellaneous." We see a major commercial change discussed previously, a policy change, an industrial expansion and again the recognition of an existing use. In a discussion with Mr. Knapp, he differentiated between "policy" change and "minor adjustment," i.e., shifting or exchanging of a play area or other land category of a small size.¹⁰ He cited an "issue" that came up in Brewerytown that the Planning Commission was called on to investigate. While there studying the "issue," they noticed several industries located on "planned" residential land. Since it was expected that these industries would remain for a long time, a "policy" change was made to make the plan read "industrial" rather than "residential."¹¹ Mr. Bacon, at a Planning Commission Meeting,¹² stated that the original recommendation on the Comprehensive Plan (referring to Brewerytown) designated a portion of the area for residential use, but that the staff now felt that due to physical conditions in the area, the Comprehensive Plan be revised to show the area entirely for industrial use. As the planners study areas in more detail (District Plans and Redevelopment Plans), we can undoubtedly expect more "policy" changes.

¹⁰Interview with Mr. Knapp, op. cit.

¹¹The Brewerytown Area is bounded by the right-of-way line of the Pennsylvania Railroad, the extension of 32nd Street, Girard Ave., and the right-of-way line of the Reading Railroad and 32nd Street.

¹²Philadelphia City Planning Commission, Minutes of Meeting (open session), March 5, 1963.

Summary

The first report on the Comprehensive Plan has this to say:

Generally speaking, it is to be expected that the sum of many small changes, given a valid original plan, will approach zero. This has been largely true in the period covered by this review.¹³

The assumption of a "valid original plan" is a very illusive statement and would be difficult to prove or disprove. If the sum of the minor changes approaches zero, what can we say about the distribution of land-use being a compatible arrangement, or the best use for a given purpose? This argument could become circular and will be abandoned at this point, but the idea should be kept in mind.

The report further noted:

In addition to the changes mentioned above (those contained in Appendix B) the Commission has made other decisions at a more detailed level than that at which the Plan is drawn. Such decisions are not included in this review.

The rather interesting question arises: At what level or detail of study is the Comprehensive Plan? It is said that District Plans will be a closer study of land use than the Comprehensive Plan, and Redevelopment Area Plans an even "finer" study of land use, and both will therefore produce changes in the Plan. It leaves some doubt in our minds as to the validity of the land use plan (that is to serve as the yardstick or backdrop for planning decisions), since the plan will generally not be tested in large land segments, but in small parcels by individuals or redevelopers. If the planners did not take a "fine" look to accurately reflect existing conditions, how can one

¹³Philadelphia City Planning Commission, Report on the Comprehensive Plan May 1960-1961 (Philadelphia: December 1961), p. 13.

measure the effect of a small parcel of land against a large-scale, small-size land use map, and accurately give a recommendation on changes? If the original plan is incorrect for an area (and this has already been shown to be true in places), then the burden to justify a proposed change or modification will fall on the property owner.

We have generally found that:

1. Commercial Areas account for the largest increase in land use, while Residential Areas show the largest decrease. There are not enough conclusive data to comment on the other land use categories.

2. If Philadelphia is to dominate as a commercial center for the region, the adequacy of the provision for commercial land is questioned on the basis of only a 0.2 per cent increase in land allotted for commercial use in 1980, and because commercial use already shows the greatest increase in land use changes.

3. Redevelopment Area Plans will produce many changes to the plan after this "finer" study is made of the land areas.

4. In the areas studied, there is a general lack of provision for institutional use and expansion.

5. There are many changes titled "In conformance to. . . ." which indicates a lack of provision on the part of the planners for existing property use, in particular where these uses are such that change would be difficult and strenuously opposed.

6. There are several categories of change called "policy change," of doubtful meaning, and suggests that this could be a "catch-all" category for use in avoiding embarrassing explanations.

It should be emphasized at this point that these data represent only two years of use for the Comprehensive Plan, and the real test for the Plan will be in the years to come. The first District Plan (for West Philadelphia) is scheduled to be published in July 1963, with the other district studies to follow this "pilot" district. Future District Plans, Redevelopment Area Plans, and the new zoning ordinance will have to be studied for their effect on the Plan before a conclusive test of the Plan will have been conducted.

We did not pursue many of these changes in great depth, in the interest of brevity. In the next chapter we will discuss the Hartranft Redevelopment Area in detail as an example of the forces at work in arriving at these Redevelopment Plans, in the hope of learning something of the reasons why changes take place. In the subsequent three chapters we will examine three single projects and their relationship to the Comprehensive Plan.

Chapter 12

U.S. NAVY CAPEHART HOUSING
IN THE HARTRANFT REDEVELOPMENT AREA

For some time the authorities of the U.S. Naval Base, Philadelphia (located in the League Island area on the Delaware River at the southern foot of Broad Street), have been concerned with acquiring adequate housing for married Navy enlisted personnel attached to commands of the Naval Base (proposed peacetime enlisted personnel strength approximately 2,400). Enlisted personnel housing is not available on the Base, and the availability of suitable housing within reasonable commuting distance and desirable rental rates is extremely limited. As a result, the Navy sponsored various projects for construction of enlisted personnel housing in the area of the Base during the fifties and early sixties.

In 1957, a Navy project for 500 units of housing was approved for construction on a site to the north of the Naval Hospital and west of Broad Street. This project was subsequently cancelled due to problems of site acquisition. The project was reduced to 400 units and resubmitted. In 1960, the District Public Works Office, 4th Naval District (hereafter referred to as the DPWO, 4 N.D.), was directed to select a location for the project which would be approved if the site were successfully acquired.

The DPWO, 4 N.D., recommended a site to the west of the Naval Hospital. The site was in an area subsequently designated as the Hartranft Redevelopment Area by the City. The Navy's acquisition of

the site was challenged by certain interested parties which caused the City of Philadelphia to become involved.

It is our intent in this chapter to present some of the events and actions that took place and led to the Navy's successful acquisition of the site and subsequent construction of housing, with the objective of identifying the various forces at work in such a project, the project's position with respect to the Comprehensive Plan and City Planning Commission actions, and to present the procedures of acquiring property for a redevelopment project. It is also desired to observe which forces are controlling.

Site Selection

On April 14, 1960, Assistant Secretary of the Navy (Material; now Installations and Logistics) C. P. Milne, with Vice Admiral Ralph E. Wilson, attended a meeting with Naval Base officials, Mayor Dilworth, Mr. Kelly (Director of Philadelphia office of FHA), and others to discuss the Navy housing project. Mr. Milne advised the Mayor that the project was favored by the Secretary of the Navy, and indicated that sites in South Philadelphia would be considered. During this visit, Mr. Milne personally viewed a number of sites under preliminary investigation by the DPWO, and indicated preference for a site near the Navy Hospital.

In July 1960, the DPWO was directed to submit maps of various government-owned sites in the area of the Naval Base and to investigate possible sites in surrounding areas. Thirty-three government and twenty private sites in Philadelphia and nearby counties in

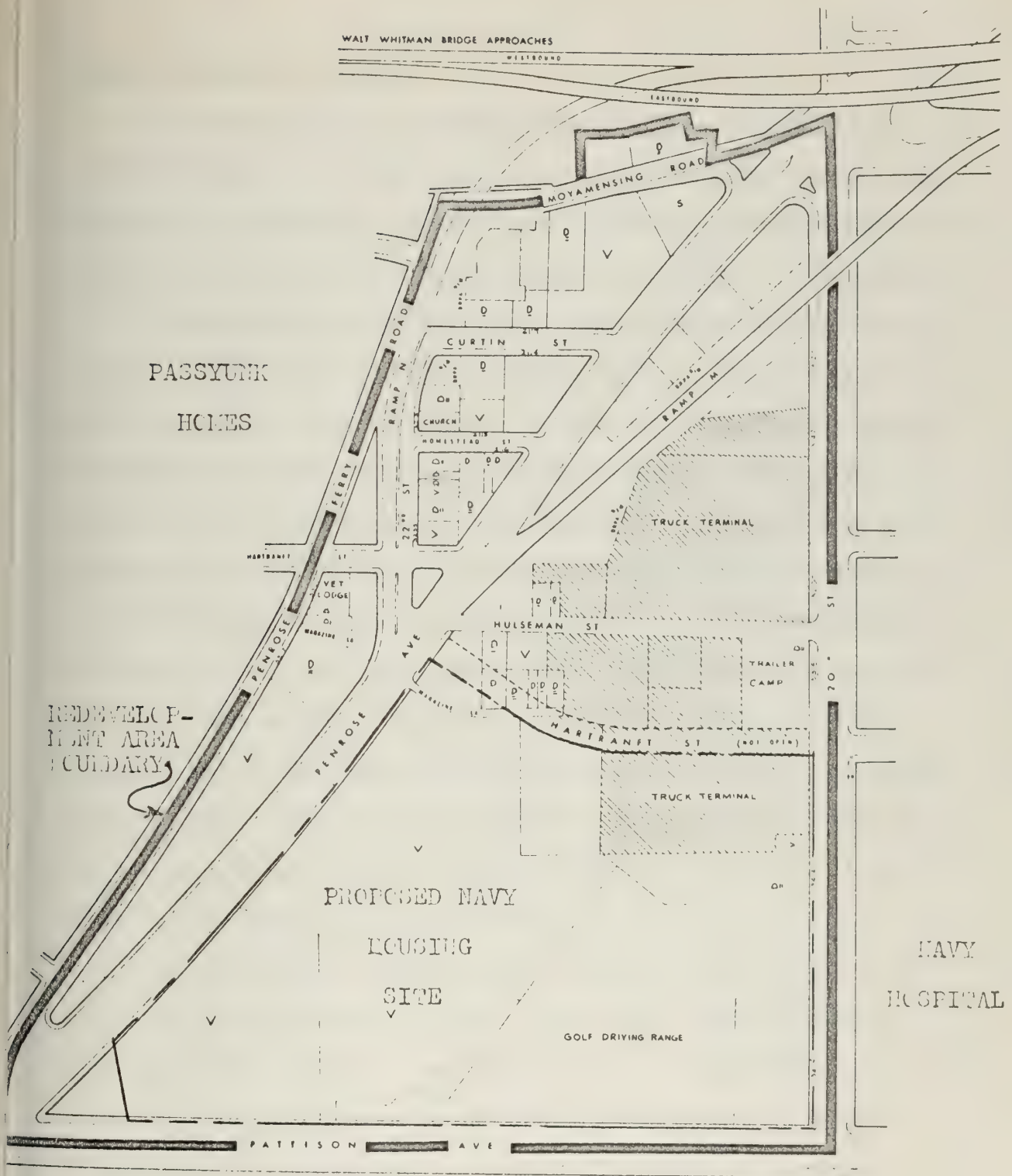
Pennsylvania and New Jersey were considered. In August, 1960, the DPWO recommended a site of approximately 30 acres, west of the Naval Hospital, north of Pattison Ave., between Penrose Ave. and Twentieth St., and bounded on the north by Hartranft St. (not legally open). See Project 53 on Figure 30 for location, and Figure 31 for site details.¹

The recommended site consisted of 21 parcels in 13 ownerships and was in part occupied by dwellings, a truck terminal, golf driving range, and a small restaurant. The site was tentatively approved by the Bureau of Yards and Docks, and the DPWO was directed to obtain appraisals of acquisition costs. Private appraisal firms and Navy appraisers estimated the fair market value of the site to be approximately \$550,000. These appraisals were submitted in February, 1961, and site acquisition was authorized in Public Law 86-500.² The site authorized consisted of 27.59 acres.

¹It is not our purpose to present an argument on the sites considered or that selected. Suffice it to state the Navy considered the Hartranft site (as it came to be known) to be the most advantageously located site in proximity to the Naval Base, involving the least site preparation and disturbance of existing land improvements.

²The Navy Housing Project was authorized in Public Law 155, 82d Congress, to be constructed under the Capehart Act. The Capehart Act provides for the construction of military housing using private funds secured by mortgage and repaid over approximately 28 years, as opposed to Military Construction funds which are appropriated by Congress. Housing constructed under the Capehart Act must, however, be on government-owned land. Funds for the acquisition of the Hartranft site were appropriated in Public Law 86-630. Under existing laws the military departments are limited to \$1,500 per unit for land costs and off-site utility construction in any one project. Thus the Navy could spend as high as \$600,000 in this project for land and off-site utilities.

For more particulars on the site, including assessed value and appraisals, see U.S. Senate Subcommittee, Hearings on Navy Land Acquisition No. 11, Site for Construction of Capehart Housing, Adjoining U.S. Naval Base, Philadelphia, Pa. (Washington: U. S. Government Printing Office, 1961), June 29 and July 17, 1961, pp. 2-23 and 73-75.



- | | |
|--------------------------|---------------|
| BOUNDARIES | INDUSTRIAL |
| RESIDENTIAL | INSTITUTIONAL |
| RESIDENTIAL & COMMERCIAL | VACANT LAND |
| COMMERCIAL | |

HARTRANFT REDEVELOPMENT AREA

PHILADELPHIA CITY PLANNING COMMISSION SEPTEMBER 1961

Senate Subcommittee Hearings

On June 13, 1961, the House Committee (Armed Services) considered and approved the site acquisition; there remained, however, the requirement of approval by the Senate Armed Services Committee before the Navy could acquire the site through negotiated purchase or condemnation.

Marshall Building & Contracting Corporation and Michael Wilson & Son, Inc. (also known as the 3400 Corporation), holders of certain parcels on the site, opposed acquisition of the site by the Navy. Marshall Building Corp. stated they planned to build housing on part of the site, 10 acres valued at \$277,300, for which subdivision plans had been given preliminary approval by the Philadelphia Planning Commission; that the M. Wilson Company's 5-acre parcel was valued at not less than \$60,000 per acre; that another 5-acre parcel, zoned for a shopping center, was under agreement of sale for \$33,000 per acre; and that the remaining acreage could be subdivided into approximately 184 building lots valued at \$1,180 each. The Navy would, therefore, have to pay about \$960,000 for the site, or \$2,400 per lot, which would exceed the legal limitations for construction under the Capehart Act.³

Michael Wilson opposed the project since it would require the relocation of his trucking terminal, construction equipment storage yard, and office building. And he would have to locate another site, properly zoned, in the area, which would in essence involve buying out another similar business. He suggested the Navy use the land

³Whitman, Ezra B., Jr., letter to Hon. Richard B. Russell, Chairman, Senate Armed Services Committee, May 18, 1961.

currently occupied by the Philadelphia Stadium (adjacent to the Naval Base) since the Mayor was considering a new \$10 million stadium in Torresdale.⁴

As a result of this opposition, the Subcommittee of the Senate Committee on Armed Services held hearings on the proposed Navy acquisition.⁵ Various Navy officials presented background data on site characteristics and appraisals. Appraisals presented by the Navy indicated the site could be acquired within a cost of \$550,000. The subcommittee repeatedly questioned the Navy appraisals based on appraisals provided by the Marshall Building Corporation.

Mayor Dilworth then testified in support of the Navy housing project and the advantages of the proposed site. In presenting the City's support for the project and the site, Mayor Dilworth pointed out that the Navy project had been denied in 1957 based on the testimony of Marshall Building Corporation and that history was repeating itself. "This same group came in and killed that, and very much on this same basis, by persuading the committee that we [Navy] could not possibly come within the price. . . .It is the same game being played all over again. . . ." ⁶ The Mayor indicated that the Naval Base and its 13,000 civilian personnel plus the military personnel were very important and a source of enormous pride to the City.

⁴Senate Subcommittee Hearings, op. cit. passim. For further particulars on the proposed stadium, see Chapter 13.

⁵Ibid. The subcommittee was composed of Senators Thurmond (chairman), Bartlett, Cannon, Case of S.D , and Beall. Senator Clark also attended the hearings.

⁶Senate Subcommittee Hearings, op. cit., p. 26. See also pp. 51-52 and 56.

Not of small consideration to the City are the 679 Navy families housed in Passyunk Homes. Four hundred of these housing units would be available to the City to supplement its low-cost housing if the Navy housing project is realized.⁷

Mayor Dilworth and the City had supported the Navy's request for housing in Philadelphia for a number of years. It may be said that the 13,000 civilian and approximately 2,500 military personnel of the Base are considered a substantial factor in the economic base of the city in local purchasing, employment, and as a source of city revenue.⁸ It is generally considered that the greater the capital improvement expenditures, the greater the permanency of the Base will be. Also, military construction would bring additional funds and construction jobs into the city (in this case, the Capehart housing would represent approximately \$7 million in construction and service fees). Construction of housing on the Hartranft site would also represent a substantial improvement in the area, since the greater part of the site was vacant and used as a dump.

⁷Passyunk Homes, 996 units, were built with Navy appropriated funds for Navy enlisted personnel and civilians attached to the shipyard during World War II. The project is located to the west of Penrose Ferry Road and northwest of the Hartranft site. Congress transferred these units to the City in 1957 for use as low-cost housing. Each year since, Congress has extended the requirement that the City give preference in assignment of units to military and civilian personnel employed in defense activities. The last extension was authorized by Public Law 87-70, approved June 30, 1961, extending this preference to February 1963. For further details on Passyunk Homes and Mayor Dilworth's testimony in this regard, see: Senate Subcommittee Hearing, op. cit., pp. 3-4 and 29-30.

⁸Philadelphia levies a wage tax on all persons working in the City, whether or not they reside there. The military personnel are exempt from these taxes, however, under the Soldiers and Sailors Relief Act.

The Mayor went on to state that the City was in agreement with the Navy on the value of the property and that it could be acquired for \$550,000. Senator Thurmond then proposed that the City might acquire the site and sell it to the Navy for actual cost, but not to exceed \$550,000. Mayor Dilworth agreed that this could be done and the City would give the Committee such assurances as it desired. To which the Committee requested that the City advise it officially of this offer and that no federal funds would be involved through consideration of reimbursement under Title I of the Housing Act of 1949.⁹ Mayor Dilworth presented these assurances by letters to Senator Thurmond on July 13 and July 21, 1961.¹⁰

On July 20, 1961, the subcommittee met in executive session and agreed to recommend to the full Committee that the Navy be denied authority to proceed with the acquisition until such time as the City of Philadelphia tendered legal title to the property at a cost not to exceed \$550,000 and provided it could be accomplished by December 15, 1961. This decision was subsequently conveyed to Mayor Dilworth by Senator Russell.¹¹

⁹Senate Subcommittee Hearings, op. cit., pp. 30-32, 53-64.

¹⁰Enclosed with the mayor's letter of July 21 to Senator Strom Thurmond were: Philadelphia City Planning Commission, Resolution of July 21, 1961 (Philadelphia: July 21, 1961), indicating that at its meeting of August 4, 1961, the Commission would certify as a redevelopment area the property proposed for Navy housing; Philadelphia City Council, Resolution 180 (Philadelphia: July 20, 1961), which resolved that the Council would enact necessary legislation which would authorize the City to enter into an agreement with the Navy indemnifying and saving it harmless from any costs in excess of \$550,000 arising from acquisition of the ground; and Philadelphia Redevelopment Authority, Resolution 2820 (Philadelphia: July 18, 1961), stating the Authority would prepare a redevelopment proposal for submission to Council authorizing the acquisition of the site pursuant to the urban redevelopment law of May 24, 1945, Public Law 991.

¹¹Senator Richard B. Russell, letter to Mayor Richardson Dilworth, August 1, 1961.

Legal Considerations

The legality of the City's acquiring the Hartranft site in the public interest and then transferring title to another agency was repeatedly questioned by the subcommittee and Marshall Building Corp.¹² Marshall Building Corp. introduced into the record of the hearings the legal opinions prepared by the firm of White & Williams, which indicated the City could not legally take the property and then transfer it to the federal government:

Our research has disclosed that a State, or one of its political subdivisions, cannot authorize the taking of property within its jurisdiction for the use of the United States in carrying out a national function. The leading Pennsylvania case on the subject is Darlington v. United States (82 Pa. 382). . . at page 387: "The State may take the property of a citizen for public use by virtue of its right of eminent domain, but it cannot take it for the benefit of another sovereignty. . . ."13

Mayor Dilworth, in essence, concurred in the above opinion by acknowledging ". . . the law in Pennsylvania is that a municipality cannot condemn [a site] for a public purpose and then turn it over to another agency."¹⁴ Mayor Dilworth and Mr. Rafsky (Development Coordinator) stated, however, that the property could be acquired by the Philadelphia Redevelopment Authority exercising its powers of condemnation

¹²Senate Subcommittee Hearings, op. cit., passim.

¹³DuBois, Jan E. (of White & Williams), letter to Gordon Nease, Esq., of June 30, 1961. Other precedents cited were: Trombly v. Humphrey (25 Mich. 471), Kohl v. U.S. (91 U.S. 367), and U.S. v. Certain Parcels of Land in Williams County, North Dakota (178 F. Supp. 313).

¹⁴Senate Subcommittee Hearings, op. cit., p. 63.

under the urban redevelopment law (act of May 24, 1945, Public Law 991) and then convey title to the Navy. In this manner the City would not be involved in the condemnation, except to declare the area blighted (by the CPC) and to underwrite the costs of condemnation.¹⁵

There remained, however, the deadline date of December 15, 1961, for the City (PRA) to acquire the site and convey title to the Navy if the Committee were to allow the housing project to proceed. Mayor Dilworth noted, however, that the Marshall Building Corp. might file suit in order to prevent the City from meeting the December 15 deadline, and that, while the legal counsel of the PRA had given him assurances that the suit could not be successful, it might defeat the housing project through a delaying tactic.¹⁶ This possible legal entanglement never materialized. The Marshall Building Corp., on October 11, notified Senator Thurmond by letter that ". . .we have determined not to litigate the matter, and, as equitable owners of the tract, we assure you that no opposition to the taking will be interposed by us."¹⁷

¹⁵Senate Subcommittee Hearings, op. cit., passim; the City cited precedent for the legality of the PRA to condemn as follows: Belovsky v. Redevelopment Authority of the City of Philadelphia, et al., 357 Pa. 329 (1947); Oliver, et al. v. City of Clairton, 374 Pa. 333 (1953); St. Peter's Roman Catholic Parish v. Urban Redevelopment Authority of Pittsburgh, et al. (W.D. Pa. 1950), affirmed 340 U.S. 802 (1950); and Derman, et al. v. Parker, et al., 348 U.S. 26 (1954).

¹⁶Dilworth, Richardson, letter to Senator Richard S. Russell, August 10, 1961.

¹⁷Whitman, Ezra B., Jr., letter to Senator Strom Thurmond, October 11, 1961. Marshall Building Corp. provided Mayor Dilworth with a copy of this letter, noting in their letter to the Mayor that ". . .We appreciate your meeting with us and trust our letter will serve your purpose," Whitman, Ezra B., Jr., letter to Mayor Richardson Dilworth, October 11, 1961.

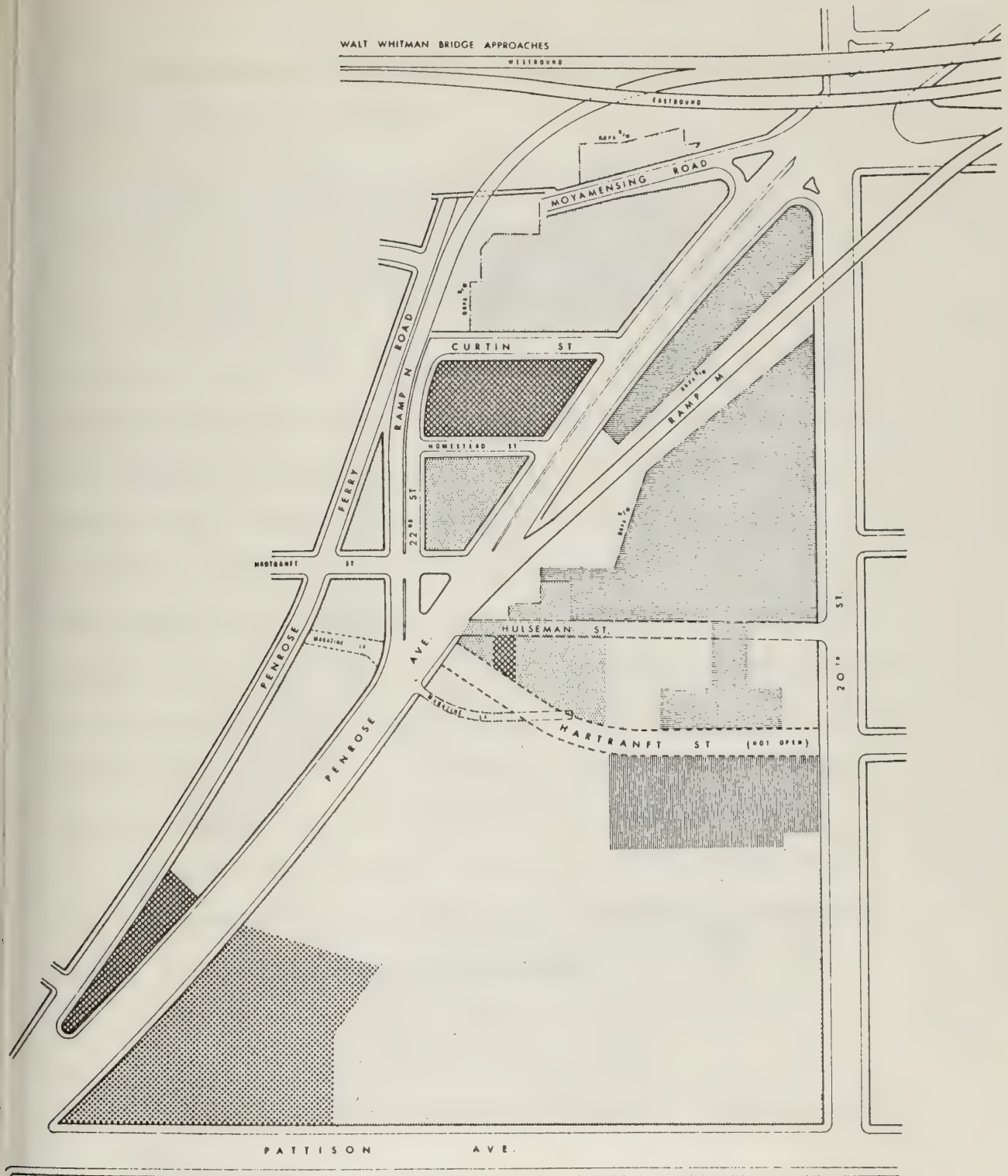
An effective force, legal maneuver, had been removed.



Comprehensive Plan

The selection of the Hartranft site by naval officials was in no way predicated upon the Philadelphia Comprehensive Plan or local zoning requirements. The federal government and its agencies are not required to conform to either local planning instruments, zoning regulations, or building codes. Its policy, however, is to comply with these controls insofar as is practicable.

The Comprehensive Plan provides for the area of the Hartranft site to be developed as future residential (Residential Treatment Plan, Figure #26) with density of dwelling units to be 20 to 39 per net acre (Residential Density Plan, Figure #24). This provision is, however, limited in its application by the lack of detail in the Plan; there being no area plan including this site, specific interpretation (within the guide) could be made by the Planning Commission. In a number of cases requiring interpretation, we have seen (in Chapter 11) that existing zoning and land use control. It would seem, therefore, that the Hartranft site might be developed in conformance with the existing zoning (see Figure 32) which conforms in general to the Comprehensive Plan except for a portion of land at the intersection of Penrose and Pattison avenues zoned for "shopping center 2" and at Twentieth and Hartranft streets zoned "limited industrial" (the site of the M. Wilson and Son company). Further, each of these parcels is located on edges of the site and conform to adjacent land usage and zoning off the site.

EXISTING ZONING



- | | |
|---|--|
|  C RESIDENTIAL |  A COMMERCIAL |
|  D RESIDENTIAL |  LIMITED INDUSTRIAL |
|  D-1 RESIDENTIAL |  GENERAL INDUSTRIAL |
|  SHOPPING CENTER 2 | |

HARTRANFT REDEVELOPMENT AREA

0 100 200 300 400 500 600 FEET
PHILADELPHIA CITY PLANNING COMMISSION SEPTEMBER 1961

Figure 32

Mayor Dilworth, in defending the Plan, so to speak, before the Senate Subcommittee, stated:

We were determined that, from now on, the city is going to be planned properly, so that it will be a healthy, decent place in which to live and work and raise our families. We, after three years of work, and it involved a million dollars in surveys and studies, adopted a comprehensive plan and we are sticking to it. . . .¹⁸

He challenged the Marshall Building Corp. with intending to violate the plan, "who want to come in and wreck our whole comprehensive plan, and we have no intention of letting them do it."¹⁹ The Marshall Building Corp. testified they planned to build row-type houses, of the type they had built immediately to the northeast of this site. They planned 19 to 20 units to an acre and had already obtained preliminary Planning Commission approval of a site plan which contemplated 23 units per acre.²⁰ Yet, Mayor Dilworth stated that ". . .they could not develop it [the site]. .now with what they propose to develop it with, because it does not come within our city plans."²¹

Thus, the Mayor stated, in essence, that the Comprehensive Plan is subject to executive and Planning Commission interpretation and that this prerogative would be exercised.

¹⁸Senate Subcommittee Hearings, op. cit., p. 56. Our emphasis.

¹⁹Ibid., p. 59.

²⁰Ibid., p. 37.

²¹Ibid., p. 55.

Site Acquisition

The Senate committees, having conditioned the project with the requirement that the City obtain and transfer the property to the Navy by December 15, 1961, set in motion the problem of site acquisition. Since the City lacked powers of eminent domain for the taking when subsequent transfer was required, the Philadelphia Redevelopment Authority was designated as the condemning agency. The PRA was to condemn the property pursuant to the urban redevelopment law of May 24, 1945, Public Law 991. Certain conditions apply in the implementation of this law to land-taking and subsequent conveyance, that shall be presented through an account of actions taken.

The PRA resolved on July 18 that, upon certification by the CPC that the area was blighted and preparation of a redevelopment plan, the Authority would proceed to prepare a redevelopment proposal for submission to City Council authorizing acquisition by condemnation.²²

The City Council resolved on July 20 that it endorsed the Mayor's proposal to make available such funds in excess of \$550,000 as might be necessary to acquire the area for the Navy housing, and that the Council would enact necessary legislation authorizing the City to enter into an agreement with the Navy saving it harmless from any excess cost.²³

²²Philadelphia Redevelopment Authority, Declaration of Policy--Navy Housing: Resolution 2820 (Philadelphia: July 18, 1961).

²³Philadelphia City Council, Resolution 180 (Philadelphia: July 20, 1961).

The Planning Commission resolved on July 21 that the area presented the characteristics which warrant its designation as a redevelopment area, under the urban redevelopment law, and instructed its staff to prepare the necessary documents for such certification for the commission's meeting of August 4, 1961.²⁴ This certification was approved by the Commission at its next meeting.²⁵ On September 8, the Commission approved and forwarded to the PRA the Redevelopment Area Plan.²⁶

The PRA assembled the redevelopment proposal, including the area plan, and submitted it to the City Council which approved the proposal and authorized condemnation or such actions as necessary to be taken by the PRA through ordinance, Bill No. 1383, signed into law by Mayor Dilworth on October 31.²⁷

There remained but for the PRA to file bond in condemnation, acquire and transfer title. However, during the drafting of an agreement of sale between the PRA and the U. S. Government, a snag developed. The urban renewal law, under which the PRA was condemning, required that any transfer of title must be encumbered by a redevelopment-

²⁴Philadelphia City Planning Commission, Resolution (Philadelphia: July 21, 1961).

²⁵Philadelphia City Planning Commission, Minutes of Meeting--Open Session, August 4, 1961, p. 2.

²⁶Philadelphia City Planning Commission, Hartranft Redevelopment Area Plan (Philadelphia: September 8, 1961).

²⁷Philadelphia City Council, An Ordinance, Bill No. 1383 (Philadelphia: October 31, 1961).

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²⁶Philadelphia City Planning Commission, Hartranft Redevelopment Area Plan (Philadelphia: September 8, 1961).

²⁷Philadelphia City Council, An Ordinance, Bill No. 1383 (Philadelphia: October 31, 1961).

ment contract which would obligate the grantee to develop the site in accordance with the redevelopment plan.²⁸ It would appear that this proviso could be circumvented under Section 9(k) of the urban renewal law which provides for the sale of any part of a redevelopment area if the Authority determines such sale will not be prejudicial to the realization of the redevelopment proposal approved by city council.

However, to prevent any mishap in acquiring title insurance, which is required under the provisions of the Capehart Act, the City elected to transfer title through the Philadelphia Industrial Development Corporation acting as a third party and not obligated in their transactions to require a redevelopment contract.²⁹ The City, PRA, and PIDC had by agreement contracted that the City and Authority would preclude from asserting against a purchaser any violation by the Authority on any conveyance, thereby protecting such conveyance as an indefeasible title in fee simple.³⁰ Authority for PRA to execute the redevelopment contract with PIDC, and for PIDC to take such subsequent action as necessary to carry it out, was provided by councilmanic action (Bill No. 1445) and approved by the Mayor on November 14,

²⁸Pennsylvania Urban Redevelopment Law, P.L. 991 (as amended) (Harrisburg: May 24, 1945), Section 11, and Rear Admiral P. Corradi, letter to Rear Admiral Charles Lyman, September 8, 1961.

²⁹Rafsky, William L., letter to Captain G. E. Fisher, September 18, 1961. See also: Philadelphia City Council, Ordinance Bill No. 2250 (Philadelphia: August 1, 1958) and Ordinance Bill No. 1400 (Philadelphia: October 11, 1957).

³⁰Philadelphia, City of, and Philadelphia Redevelopment Authority, Philadelphia Redevelopment Corporation Agreement (Philadelphia: November 15, 1957), as recorded in Deed Book, CAB 1118, p. 199.

1961, thus clearing possible involvements in the agreement of sale which was successfully executed on December 14, 1961, between PIDC and the United States of America.

Even after this action, there remained obstacles to the transaction. Certain objections to easements and previous city streets (now closed) on the site were raised by the Commonwealth Land Title Insurance Company. After meeting with City representatives, the executive vice-president of the insurance firm removed the objections.³¹

The Authority filed application to the Court of Common Pleas for leave to file bond in condemnation on November 3, 1961. A "return date" was established for November 21, there being no objection at that time, title vested in the Authority.

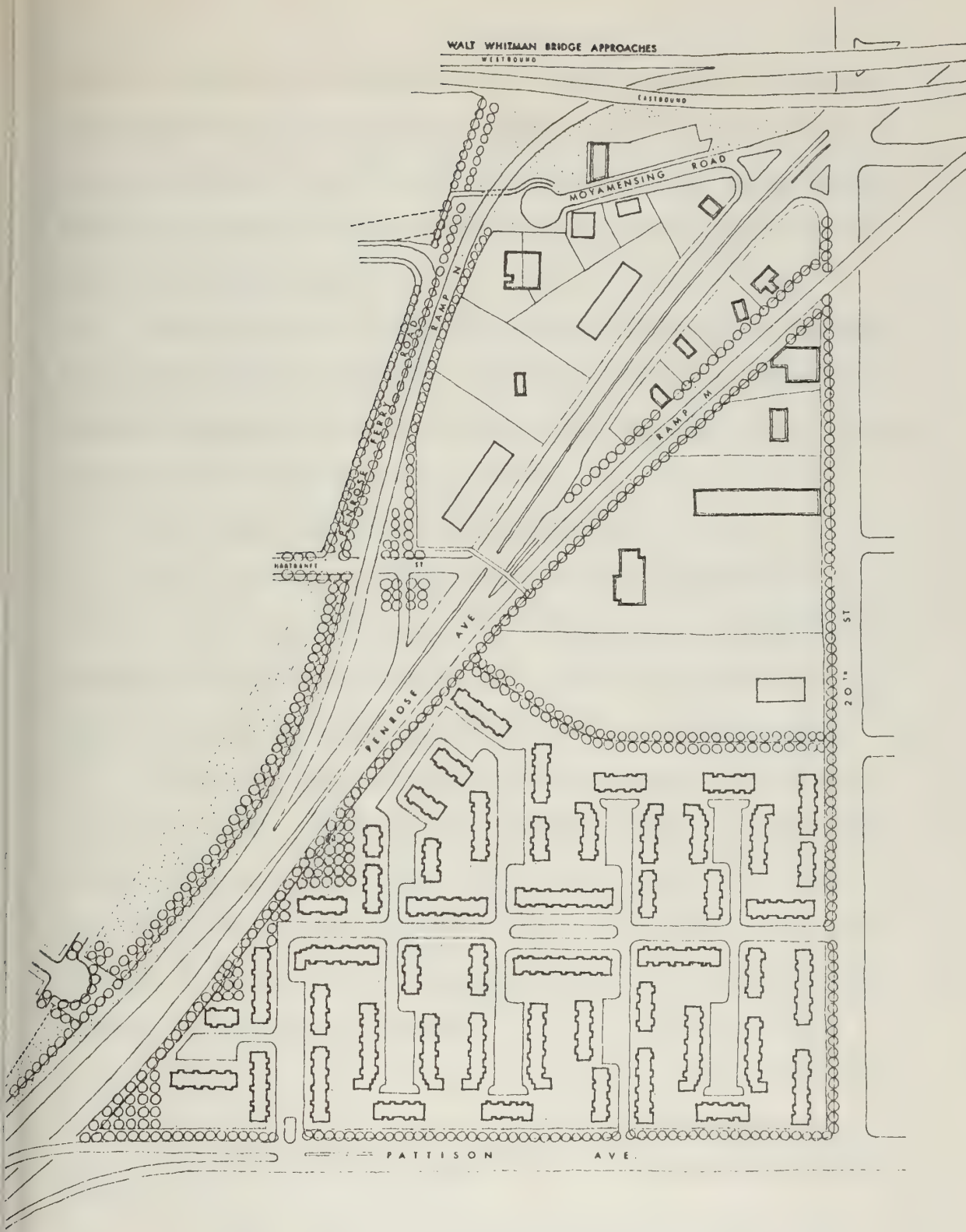
Settlement was held on December 15, 1961, at which time title to the Hartranft site was tendered to the Navy.



We wish to emphasize that suit by any party during these lengthy and detailed transactions could have effectively defeated the Navy housing project.

Site Plans

During the period of the above transactions, the Navy prepared site plans for the project which were submitted to the Planning Commission. These plans were included in the Commission's redevelopment area plans (see Figure 33). The Navy plans anticipated the

³¹Turchi, Joseph T., letter to Lt. R. Williams, December 12, 1961.



-  EXISTING BUILDINGS
-  PROPOSED BUILDINGS

HARTRANFT REDEVELOPMENT AREA

0 100 200 300 400 500 600 700

PHILADELPHIA CITY PLANNING COMMISSION SEPTEMBER 1961

opening of Hartranft Street west from Twentieth Street to a street within the project nearest Penrose Avenue. However, the Commission deleted Hartranft Street from the redevelopment plan and recommended removal from the City Plan in January 1962, an action which was not made known to the Navy.³²

When it became known to the Navy that Hartranft Street had been removed from the City plan, the PRA and PIDC were immediately notified that the Navy considered the street essential to its housing project for the following basic reasons:

- a. To provide proper fire protection;
- b. To provide adequate traffic flow and circulation; and
- c. The street was required for esthetic and practical considerations to provide the means for screening and separating the project from indeterminate (industrial) facilities to the north.³³

There followed a series of meetings between City and Navy officials and representatives of M. Wilson and Son, Inc. Agreement could not, however, be reached. Commissioner Smallwood (Streets Department) and the Chief Engineer and Surveyor, Mr. Thorpe, had no objection to the opening of Hartranft Street and would start paving whenever the opening was approved. Mr. Paul Crowley, Assistant Executive Director, CPC, saw no objection to the street, even though

³²Philadelphia Planning Commission, Minutes of Meeting--Open Session, January 26, 1962, p. 6.

³³M. Wilson and Son, Inc., had been forced to move their office and truck terminal into an area along the north boundary of the Navy site (the south line of Hartranft St. as it previously existed) and the PRA had informally agreed to convey title to the bed of Hartranft St. to M. Wilson and Son, Inc., to defray, in part, condemnation cost for the Wilson property taken within the Navy site and to placate any opposition to the taking.

at this point it was requested to reduce the street from the City minimum width of 36 feet to 30 feet. He advised, however, that the Executive Director (CPC) was strongly opposed to the street.

On March 9, 1962, the Commandant, 4th N.D., conveyed the Navy's requirement to Mayor Tate.³⁴ On July 10, the Planning Commission recommended that Bill No. 1831 be approved to open Hartranft Street at a reduced width to provide "better access to Hartranft Navy Housing Project."³⁵

The Navy housing project is under construction, with the first units scheduled for occupancy in May 1963. It may be said that the Navy, and particularly the enlisted personnel and their families soon to reside in the project, are most appreciative of the City's co-operation.³⁶

Conclusions:

It is considered that a number of observations can be drawn from this case study that may warrant generalization in predicting the role and control of the Comprehensive Plan:

³⁴Rear Admiral R. W. Cavenagh, letter to Mayor James H. J. Tate, March 9, 1962.

³⁵Philadelphia City Planning Commission, Minutes of Meeting--Open Session, July 10, 1962, p. 4.

³⁶While it is not our objective to investigate the municipal investment plan, it is noted that the City installed sewerage and water mains adjacent to the Hartranft Site and paved Pattison Ave. and Hartranft St. These expenditures, totaling approximately \$7-million (not entirely for the benefit of the Navy Project), were not anticipated in the capital budget.

1. The federal government is not obligated to comply with the Comprehensive Plan or such other regulatory instruments as the City may produce.

2. The Comprehensive Plan is subject to interpretation by the Mayor, Council, and the Planning Commission.

3. Specific regulation by the Comprehensive Plan will only be realized after careful consideration and a detailed plan is made of a specific area which recognizes the legal boundaries of land parcels in the area, existing land usage, the permanency and extent of existing capital investment in improvements, and political commitments.

4. When a particular project has the support of the Mayor and the City Council, its requirements will override the Comprehensive Plan.

Chapter 13

PROPOSED SPORTS STADIUM

One of the current issues in Philadelphia is the proposal to construct a multi-purpose Sports Stadium. The proposal to build a new stadium was initiated several years ago and has arrived at the point where there is agreement that a stadium is required, but the siting and financing have not yet been determined.

A stadium represents a sizable portion of land, when one considers the parking requirements in addition to the stadium itself, and has a considerable impact on transportation systems and adjacent property, particularly if the property is residential. A further problem arises from financial considerations, as to whether it will be a tax-supported project, a "self-sustained" project, or financed by a private developer with or without some tax support.

It is our intention to study the various proposals for the new stadium, with particular reference to its relationship to the Comprehensive Plan, insofar as site proposals are concerned.

Existing Stadiums

At present Philadelphia has three major sports stadiums:

1. Connie Mack Stadium (Figure 34, site 2)--located in the North Philadelphia District at 21st Street and Lehigh Avenue. Originally opened in 1909, with a capacity of 35,000 people, it is the baseball stadium for the Philadelphia Phillies. It is considered substandard for football; the surrounding area is well built up,

limiting expansion; and it is not served well by either expressways or rapid transit. This stadium was sold in 1961 and will be available for razing within four years. An option exists whereby the Philadelphia Phillies can occupy the stadium for an additional four years.

The stadium cannot be used after 1968 and, at that time, unless a new lease is executed or a new stadium is built, the Phillies will be without an adequate facility.¹ The Comprehensive Plan has retained this area as free standing commercial in a predominantly residential area.

2. Franklin Field (Figure 35, site 3B)--located in the West Philadelphia District at 33rd and Spruce streets at the University of Pennsylvania. It was opened in 1922, has a seating capacity of 60,000 persons, and is used as a football-playing field and for track. In addition to its use by the University of Pennsylvania and Drexel, the Philadelphia Eagles football team began playing there in 1958. It is considered not compatible for baseball, and is in a congested area where expansion into the University would be out of the question. The Comprehensive Plan shows this area as free standing commercial in the midst of institutional land use.

3. Municipal Stadium (the Philadelphia Stadium) (Figure 34, contiguous to site 4)--located in South Philadelphia at Broad and Pattison streets and nationally known as the location of the annual Army-Navy football games. Built in 1926 for the Sesqui-Centennial Exposition, with a capacity of 74,000 persons (expanded to 102,000

¹Ebasco Services Incorporated, Stadium Feasibility Study for the Mayor's Stadium Site Review and Cost Committee, City of Philadelphia (New York: April 1962), p. 1.

TRAJUM SITE STUDY

LOCATIONS

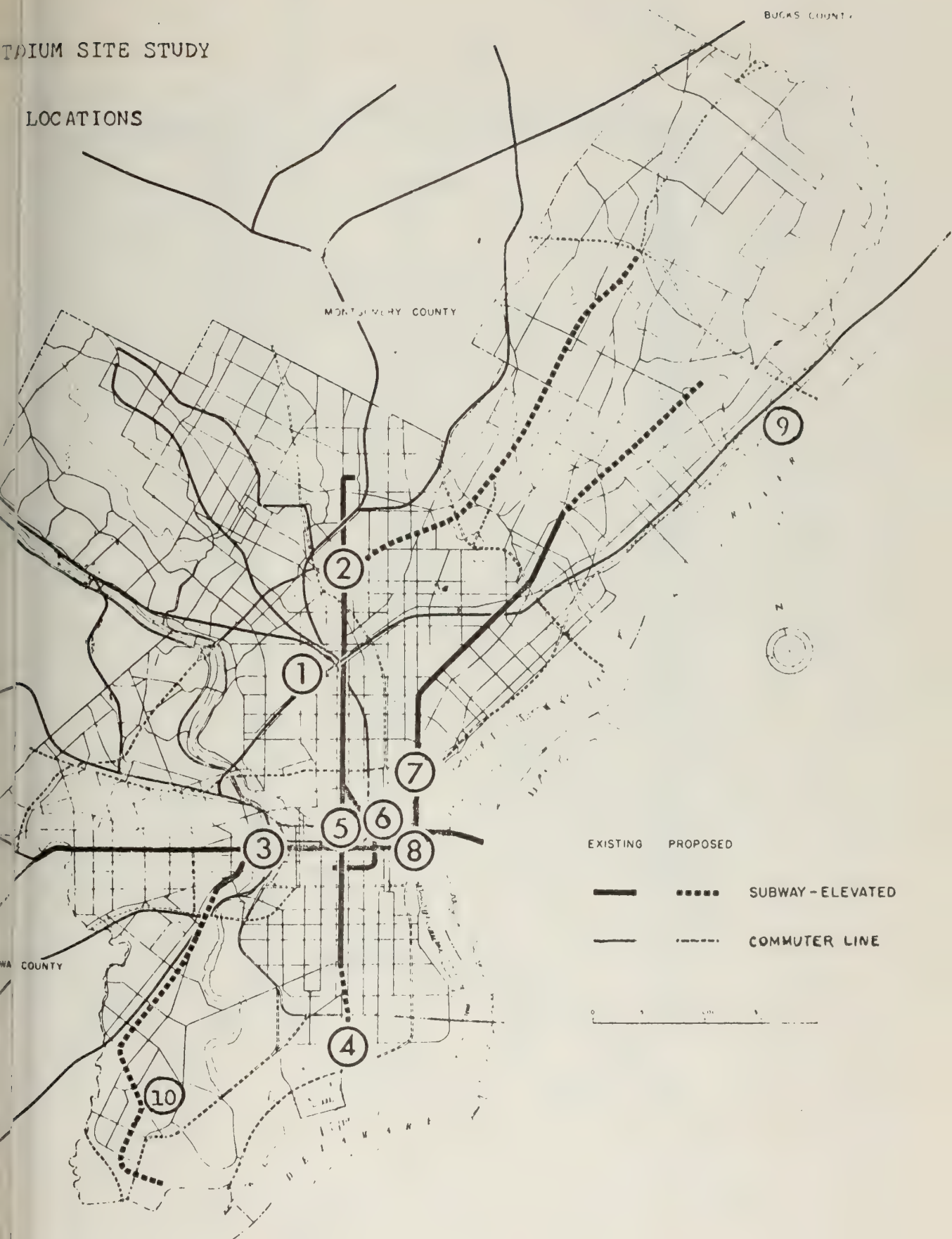


Figure 34

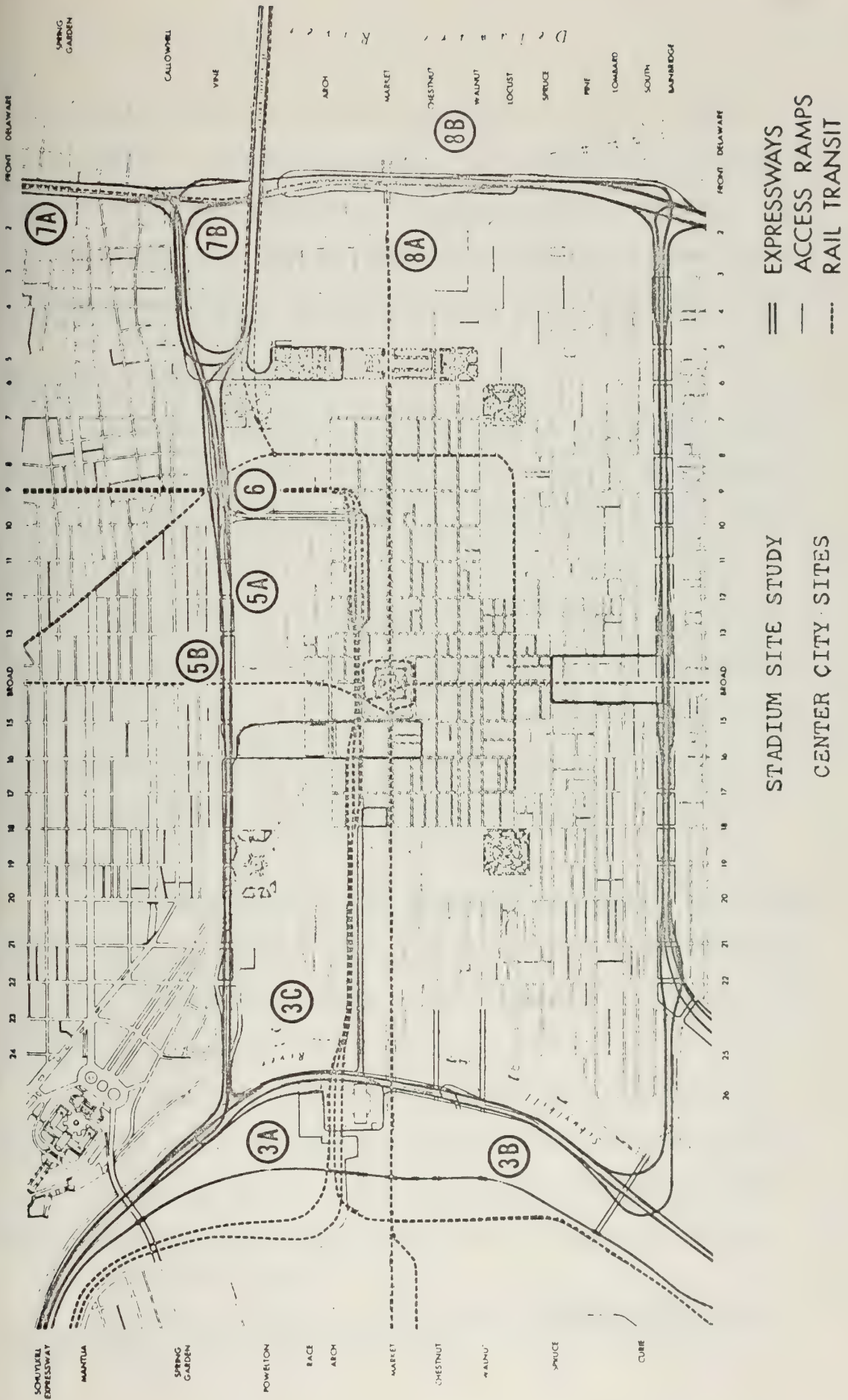


Figure 35

for Army-Navy games), the stadium is used for football, stock car racing, music festivals and pageants. It is well served by expressways but not by rapid transit, has adequate parking, but is not considered "ideal" for baseball. Shown as free standing commercial by the Comprehensive Plan, it is bounded by a park and industrial land.

Municipal Stadium Committee

In March 1956, Mayor Dilworth appointed a Municipal Stadium Committee to help formulate official public policy on the proposal to construct a new municipal stadium, which had then become a popular subject of debate.

This Committee, in September 1957, recommended a site in South Philadelphia at the northeast corner of Broad St. and Pattison Ave., which is site 4 in Figure 34. They discarded the adoption of the existing Municipal Stadium primarily on the basis of the difficulty in adapting the stadium satisfactorily to both baseball and football.

The CCCP objected to this proposal, and stated, "The Citizens' Council Committee does not agree with the conclusions of the Mayor's Committee and believes that the matter requires further study, particularly with respect to other alternatives."²

The CCCP felt that the Committee had not studied all the alternatives including a proposal to erect a stadium over the 30th Street Station of the Pennsylvania Railroad in West Philadelphia. They also did not concur in the recommended financing of the new

²Citizens' Council on City Planning, Council Analysis of the Municipal Stadium Committee Report (Philadelphia: January 28, 1958), p. 1.

stadium as a city "self-supporting" debt and, further, felt that the City should not incur a tax-supported debt for a stadium, but should consider a private developer to build the stadium.³

A decision in the matter was not reached at this time.

Far Northeast Stadium Site

In April 1961, Richard Graves, then director of the PIDC, proposed to Mayor Dilworth the construction and financing of a multi-purpose stadium, for baseball and football events, at a site in Northeast Philadelphia. The site (Figure 34, site 9) lies between the House of Correction and the Torresdale Filter Station bounded by State Road and the Delaware River. It is planned on a site of 175 acres of City-owned land, with 8 acres to be used for the stadium, 100 acres for parking, and the remaining 67 acres along the waterfront to be retained as a park.⁴

The stadium was to seat 45,000-50,000 persons and be constructed through a non-profit corporation on a site leased by the City to the corporation, and building financed by tax-exempt, 40-year bonds issued by the corporation.

Again the CCCP objected to this site on the basis that it would violate sound planning principles.⁵ They proposed that certain criteria be applied in selecting the location of a stadium site in

³Ibid., p. 8.

⁴Bureau of Municipal Research--Pennsylvania Economy League, Analysis of Some Aspects of Proposal for a Stadium in Northeast Philadelphia, prepared for the Citizens' Budget Committee, preliminary report (Philadelphia: June 1961).

⁵Citizens' Council on City Planning, Report of the Citizens' Council on City Planning on the Proposed Stadium in Northeast Philadelphia, Report #91 (Philadelphia: May 12, 1961).

Philadelphia, and these are briefly stated as follows:

1. Accessibility by mass transit--that it is essential for a stadium site to be readily accessible to rapid mass transit facilities.

2. Accessibility by automobile--the site would require a large capacity access for vehicles to reduce congestion, traffic jams and long delays. The magnitude of this accessibility requirement would be contingent on the availability of rapid mass transit.

3. Effect on neighboring residential areas--the increase of traffic at the stadium site would have a blighting or nuisance effect on neighboring residences, and residences on arterial streets leading to the site.

4. Cost of completion--the cost of the structure and parking facility may not represent the only costs to a site. All improvements to transportation systems to the site, as a result of its selection, should be considered in the proposal.

5. Market Location--it should be located as closely as possible to the market it is to serve. They feel a site near center city better meets this criterion.

6. Economy of land uses--to reserve 100 acres of land for part-time parking is an uneconomical use of critically needed land for industry and housing. A center city location would maximize the use of these part-time parking lots for other purposes.

7. Parking requirements--the greater the distance from mass transit facilities, the higher the parking requirements for the

stadium. A stadium should be located so as to take maximum advantage of existing parking with minimum requirements for the construction of additional parking.

8. Multi-purpose use--should consider a facility with a broader range of activities than baseball or football, and this would be best done at the heart of the market. This would also reduce the requirement for other facilities such as the Trade Convention Center and Franklin Field, and these facilities could possibly be used for other purposes.

9. Adjacent business potential--a center city location would increase the business of hotels and other commercial and shopping activities in Center City.

10. Redevelopment potential--by constructing in an area certified for redevelopment, it would not only eliminate blight on the city, but would make possible the availability of matching Federal funds to reduce costs.

These criteria were measured against the proposed Northeast site, and the CCCP recommended against its development for this purpose and suggested three sites more centrally located that would merit further study. The sites recommended were sites 3A, 3C and 7B as shown in Figure 35.

Mayor's Stadium Site Review and Cost Committee

The Mayor appointed a Stadium Site and Cost Committee to obtain a feasibility study of all the alternative stadium sites, and to report and recommend the most suitable site for a stadium.

The City Planning Commission was then requested to review the Comprehensive Plan in relation to the problem of securing a site for the proposed stadium. In a memorandum of October 6, 1961, Mr. Perkins, Chairman of the Planning Commission, forwarded to Mr. Richard C. Bond, Chairman of the Stadium Site and Cost Committee, an analysis of fifteen alternate sites for the stadium.⁶ Of these fifteen sites, the Planning Commission recommended five for additional study (Figures 34 and 35): site 3A (30th Street Station); site 3B (Franklin Field); site 4 (South Philadelphia site); site 5A (11th and Vine streets); and site 6 (8th and Race streets).⁷

On November 30, 1961, a contract was awarded by the City of Philadelphia to Ebasco Services, Inc., to conduct a study to determine the advisability and feasibility of constructing a new stadium at any one of five areas selected and recommended by the City Planning Commission.⁸

⁶Appendix E contains the analysis and recommendations of the Planning Commission, which was the enclosure to this memorandum.

⁷See Appendix E for a summary of the factors considered in arriving at this selection.

⁸Ebasco Services, op. cit., p. 1.

After a detailed engineering and economic investigation, Ebasco Services found that either the 30th Street site (site 3A) or the South Philadelphia site (site 4) appeared to be in full accord with the City's Comprehensive Plan, and would be acceptable stadium sites.⁹ However, they noted a potential conflict with site 3A by plans being developed for long-range campus expansion of the University of Pennsylvania and Drexel Institute of Technology. A joint letter expressing this objection, dated February 23, 1962, and signed by the presidents of both institutions, was attached to the Ebasco report.

The final recommendation of Ebasco was site 4 in South Philadelphia because of the lower construction cost. The Mayor's Committee, in a report to the Mayor dated May 4, 1962, concurred with the Ebasco report and recommended building the stadium at Broad Street and Pattison Avenue (site 4) in South Philadelphia.¹⁰ The stadium would be for baseball and football, seat 60,000 spectators, and have a reasonable chance of being self-supporting.¹¹ The

⁹Ibid., p. 63.

¹⁰Final Report of the Mayor's Stadium Site Review and Cost Committee, to the Mayor of the City of Philadelphia (May 4, 1962).

¹¹Ibid., pp. 1-2. In addition, City appropriations, to be financed by "self-sustaining" loans, are not available for commitment until the loans have been declared self-supporting by the courts. The City must present a petition to one of the Philadelphia Courts of Common Pleas, asking the court to determine that the proposed project may be reasonably expected to be self-supporting. Bureau of Municipal Research--Pennsylvania Economy League, Philadelphia's Capital Programming Procedures (Philadelphia: July 1961), p. 65.

report also contained the discussion and reasons for not selecting the other four sites.

At the July 21, 1961, meeting of the Planning Commission, City Ordinance Bill #1249 was being considered by the Planning Commission for a recommendation to City Council.¹² This bill was to undertake the acquisition, construction, operation, maintenance and leasing of a municipal stadium and related facilities under the authority of the Municipality Authorities Act of Pennsylvania of May 2, 1945, P.L. 382 as amended.

Mr. Walker, a member of the Planning Commission, made a statement opposing the passage of the bill on the grounds of its being a means to circumvent the planning process by creating a Stadium Authority outside of the Home Rule Charter but under State Law. He objected because it provided a mechanism for circumventing the usual Philadelphia referendum required to authorize the incurrence of debt, and that it would remove from popular referendum a proposed indebtedness for this single purpose, when other capital projects ranging from airport facilities to sewers receive such approval.

The Planning Commission objected to the passage of the bill and recommended that it be tabled.

Subsequent Action in Selecting the Stadium Site

On September 21, 1962, the Mayor requested the Planning Commission to further study suitable sites for the proposed multi-

¹²Philadelphia City Planning Commission, Minutes of Meeting--Open Session, July 21, 1961.

purpose Sports Stadium.¹³ Apparently, the recommendations of the Mayor's Committee for the South Philadelphia site were not acceptable, nor was the proposal for a Stadium Authority passed. The newspaper reported that the South Philadelphia plans were abandoned "due to forceful protests from South Philadelphians."¹⁴

The Planning Commission referred it to the staff "by unanimous vote" for further study, instructing the staff to review thoroughly the proposals of the fifteen sites contained in the recommendation to Mr. Richard C. Bond in the letter of October 6, 1961.¹⁵ The staff was also instructed to review the criteria for selection including ingress and egress by both public and private transportation facilities and the impact on the surrounding areas. In addition, the staff was instructed to include marginal areas in its consideration and to report back at the earliest possible moment.

On November 13, 1961, Mr. Bacon reported to the Planning Commission that the staff had carefully studied the report of the Bond Committee, the details of the "Stadium Feasibility Study" by Ebasco Services, twenty sites suggested by twenty-eight citizen or citizens' groups, and City-owned land exceeding twenty-five acres, excluding airports.¹⁶

The staff recommended that the Sports Stadium be constructed at the South Philadelphia site (site 4), with the qualification that

¹³Philadelphia City Planning Commission, Minutes of Meeting--Open Session, September 25, 1962.

¹⁴"N. Y. Group, PRR Completing Plans for 30th St. Stadium," Philadelphia Inquirer, May 1, 1963.

¹⁵Op. cit.; see Appendix E.

¹⁶Philadelphia City Planning Commission, Minutes of Meeting--Open Session, November 13, 1962.

the two 30th Street sites (sites 3A and 3B) would be acceptable only if further studies, which the staff was not in a position to undertake, were to indicate that the project would be economically feasible; that the expressways and major streets serving the area were adequate to handle the traffic which would be generated; and that the traffic to and from the stadium, especially on the expressways, would not seriously impede traffic flow to other Center City destinations.¹⁷

"With discussion," it was decided to restudy the possibility of Eastwick (one of the marginal areas) as a feasible site and restudy the criteria in relation to this site.¹⁸

On November 27, 1962, the staff reported to the Planning Commission that a site in Eastwick, due to less-than-adequate accessibility by mass transit, contain parking for 15,000 cars provided, on the basis of one space for every four seats as recommended by Ebasco.¹⁹ This would require a site of 160 acres--150 acres for parking and 10 acres for the stadium.

This could be accommodated only at site 10, Figure 34, but the area was currently planned for industrial re-use which the Redevelopment Authority had committed to the New Eastwick Corporation. However, the area would be completely surrounded by industry and a large park and, hence, would be well buffered from the residential area.

¹⁷Ibid.

¹⁸Ibid. We see the beginning of pressure to consider a site in Eastwick, even though it violates the criteria recommended by the CCCP for a Center City location.

¹⁹Philadelphia City Planning Commission, Minutes of Meeting--Open Session, November 27, 1962.

The Planning Commission then instructed the staff to eliminate the criterion of proximity to rapid mass-transit facilities, and, in the light of this change in the criteria, to reevaluate the feasibility of the Eastwick site as well as the sites previously considered and rejected.²⁰

On December 18, 1962, Mr. Bacon requested that the Sports Stadium Report be deferred until the staff had received the report on the Pennsylvania Railroad's study on the feasibility of the private development of the proposed site at 30th and Arch streets (site 3A).²¹

On December 19, 1962, an article appeared in the Philadelphia Inquirer stating that the 30th and Market streets site, owned by the Pennsylvania Railroad, is favored by the City Planning Commission for the controversial Philadelphia Sports Stadium.²² It stated that the Planning Commission was in favor of it, "particularly if we can get somebody else to pay for it." Mr. Perkins was then quoted as saying, "The Mayor feels that we ought to give the Pennsylvania Railroad a chance to come up with their report on the development of the 30th St. site before any further City action is taken."²³

²⁰Ibid.

²¹Philadelphia City Planning Commission, Minutes of Meeting--Open Session, Dec. 18, 1962. It is noted that in the Philadelphia Capital Program for the six years 1963 to 1968 inclusive, as approved by City Council on Nov. 29, 1962, is Line Item 154, under the Dept. of Recreation, for a Multiple Purpose Sports Stadium costing \$22,700,000, budgeted for 1963 as a tax-supported loan. This budget figure was included during 1962 while the stadium site selection was still undetermined.

²²"PRR Station Site for City Stadium Is Favored by Planning Commission," Philadelphia Inquirer, December 19, 1962.

²³Apparently part of the Pennsylvania Railroad study included a proposal to construct a service highway to connect the stadium to the West River Drive. It was proposed to be constructed by the City at an estimated cost of \$2,884,000. Philadelphia Planning Commission, Minutes of Meeting, Executive Session, January 22, 1963.

The reported site of the stadium is over the Pennsylvania Railroad tracks in the vicinity of the 30th Street Station. The project is being developed by the PRR and the Madison Square Garden Corporation with studies being developed including a \$100 million sports center and office building at the site.²⁴ Several problems will have to be solved, particularly with regard to the possible traffic congestion that could result at this location in the existing connections to the Schuylkill Expressway and Market Street, and to the provision of adequate parking close to the stadium.

Discussion

In the evaluation of the Sports Stadium Project, we have seen three major forces at work dictating its location: (1) the use of professional and engineering standards in determining the most economical site from among those possible sites available; (2) special interest groups, such as commercial, political and institutional, to name but a few, who support one alternative over the others, irrespective of professional standards; and (3) method of financing, i.e. whether it would be financed by a City "tax-supported" or "self-supporting" debt, or as a private venture with or without the use of tax funds in some part of the project.

It was first decided that a new sports stadium was required and that the existing major sports stadiums were not adequate for this purpose. However, the first recommendation of the Municipal

²⁴"N.Y. Group, PRR Completing Plans for 30th St. Station," Philadelphia Inquirer, May 1, 1963.

Stadium Committee is for a site contiguous to the existing municipal stadium.²⁵ This area in South Philadelphia is adjacent to the Food Distribution Center and would prohibit the future expansion of this facility, and would also eliminate another parcel of limited vacant land within the city limits that could be made available for industrial development.

The CCCP is also active in the stadium site selection as they have been in so many other planning proposals of the city. Their endorsement of a center city site has considerable merit and would add an additional emphasis to make Center City the dominant commercial center of the region.²⁶

Although the Sports Stadium was under consideration several years prior to the adoption of the Comprehensive Plan, its site was not planned and reserved in the Recreation portion of the Plan. Instead, when the Planning Commission was called upon to recommend a site, they evaluated several proposed alternatives, using the plan as a backdrop, but being controlled by that land which could be made available for such a project.

Again, after a careful evaluation of possible sites, followed by a sound recommendation, we see a continuous effort to suppress professional judgment and planning standards in an effort to favor

²⁵It is doubtful that a thorough investigation of existing stadiums was conducted at this time to justify their elimination for possible rehabilitation for use as a new stadium.

²⁶The CCCP, in their objections to the Far Northeast Site in May 1961, proposed criteria to be used in a site selection. It leads the authors to conclude that adequate criteria had not been established or used prior to this time.

one particular site over another. Between September 21, 1962, and December 18, 1962, the sports stadium was continuously on the agenda at the meetings of the Planning Commission.²⁷ It is understandable that many forces were at work in this site selection, but how could the Planning Commission condone the recommendations to eliminate certain important planning criteria in evaluating possible sites? This attitude of compromise on such a consideration as proximity to rapid transit facilities also violates one of the fundamental considerations underlying the Comprehensive Plan--the movement of goods and people quickly, cheaply and conveniently between any and all points of the city.²⁸

Another issue which could be given a more prominent place in the controversy is the possible re-use of the three existing facilities that would result from the construction of a central, multi-purpose sports stadium serving all or most of the needs or uses of the existing stadiums. This land and associated parking would provide more land to the city than that lost to a new stadium.

²⁷There was apparently considerable behind-the-scenes activity and pressures that were responsible for the delay and continuous re-evaluation required by the Planning Commission Staff. We see at this time the first mention of Eastwick for a proposed location, which would indeed violate the criteria as expressed by the Planning Commission, the CCCP, and the proposed use of this land as shown in the Comprehensive Plan.

²⁸Philadelphia City Planning Commission, Comprehensive Plan for the City of Philadelphia (Philadelphia: May 1960), p. 92.

The entire proposal for a sports stadium must be evaluated on the basis of all the major forces at work, but the most important consideration in accomplishing the project is money--and whether it will be a privately financed venture or one financed by the City. A private venture, such as the latest proposal, leaves little room to consider several alternative sites for locational purposes but, rather, asks: Is the proposed site compatible to the Comprehensive Plan, and, if it is not, how will the Plan be changed or the stadium site altered? Inasmuch as the City desires private financing, it seems reasonable to presume that the location at the 30th Street Station site will be accepted (provided no other alternative is proposed), and that Institutional and other objections in this area will be overcome.²⁹

The selection of a stadium site and its method of development and financing are still unresolved. The stadium is still a controversial issue in the City of Philadelphia and, when finally settled, would make an excellent study for a student of political science.

However, the relationship between the Comprehensive Plan and the stadium is somewhat clear. The final site may or may not be in

²⁹This would mean \$22,700,000 from the Capital Budget that would become available for other projects, and perhaps spread over a larger portion of the city. It should also be noted that the Pennsylvania Railroad represents a considerable influence in the City of Philadelphia and undoubtedly has the necessary power to carry its proposal.

conformance to the Comprehensive Plan in that the optimum land use relationship is obtained. The Comprehensive Plan is but one force among many, and we see considerable pressure on the guardian of the Plan--the City Planning Commission. Undoubtedly other factors will control the final site selection, and then the Comprehensive Plan will be adjusted accordingly.

Chapter 14

PROPOSED U.S. MINT
and
THE MALL REDEVELOPMENT AREA

On February 19, 1963, Mr. Rafsky, Development Coordinator, announced that the U S. Treasury Department is considering the construction of a new Mint in the Independence Mall area.¹ The Mall and its contiguous area have received considerable attention by the City, both in planning and in redevelopment, a portion of which was certified for redevelopment in the Old City Redevelopment area in January 1948. The current Mall redevelopment area extends from Chestnut Street to Race Street, between Fourth Street and Seventh Street, with two of Penn's four squares of "Greene Towne" at its north and south boundaries, Franklin and Washington squares, respectively, and is a part of the much larger Center City redevelopment area. See Figures 36 and 37.

In this chapter we will present a compendium of the planning for the Mall area and significant criteria and characteristics which precipitated its designation for redevelopment, and study the siting of the proposed Mint within this framework. In this manner the problems of renewal and redevelopment will be highlighted along with their relationship to the Comprehensive Plan.

¹The Philadelphia Inquirer, February 19, 1963, pp. 1 and 26. For a study of the environment of the Mall area, see: Penn Mutual Life Assurance Company, The Independence Square Neighborhood (Philadelphia: Penn Mutual Life Insurance Co., 1926).

SPRING
GARDEN

CALLOWHILL

VINE

Delaware River

ARCH

MARKET

CHESTNUT

WALNUT

LOCUST

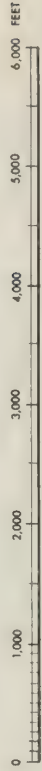
SPRUCE

PINE

LOMBARD

SOUTH

CENTER CITY REDEVELOPMENT AREA



PHILADELPHIA CITY PLANNING COMMISSION FEB. 1963

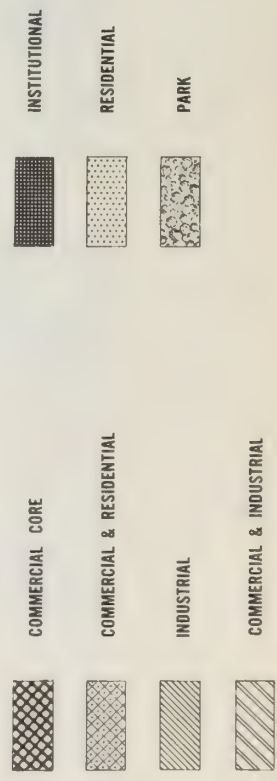
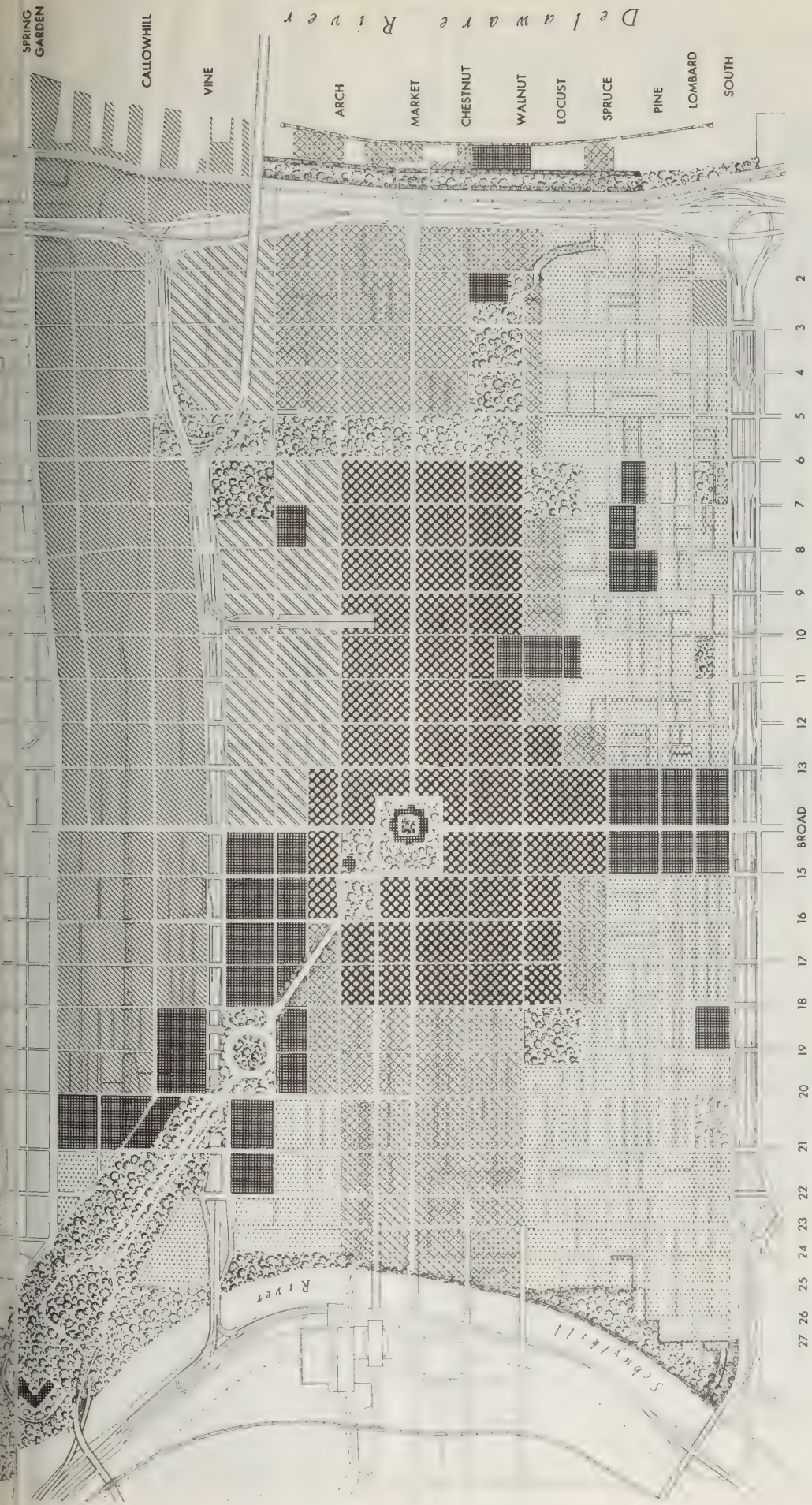
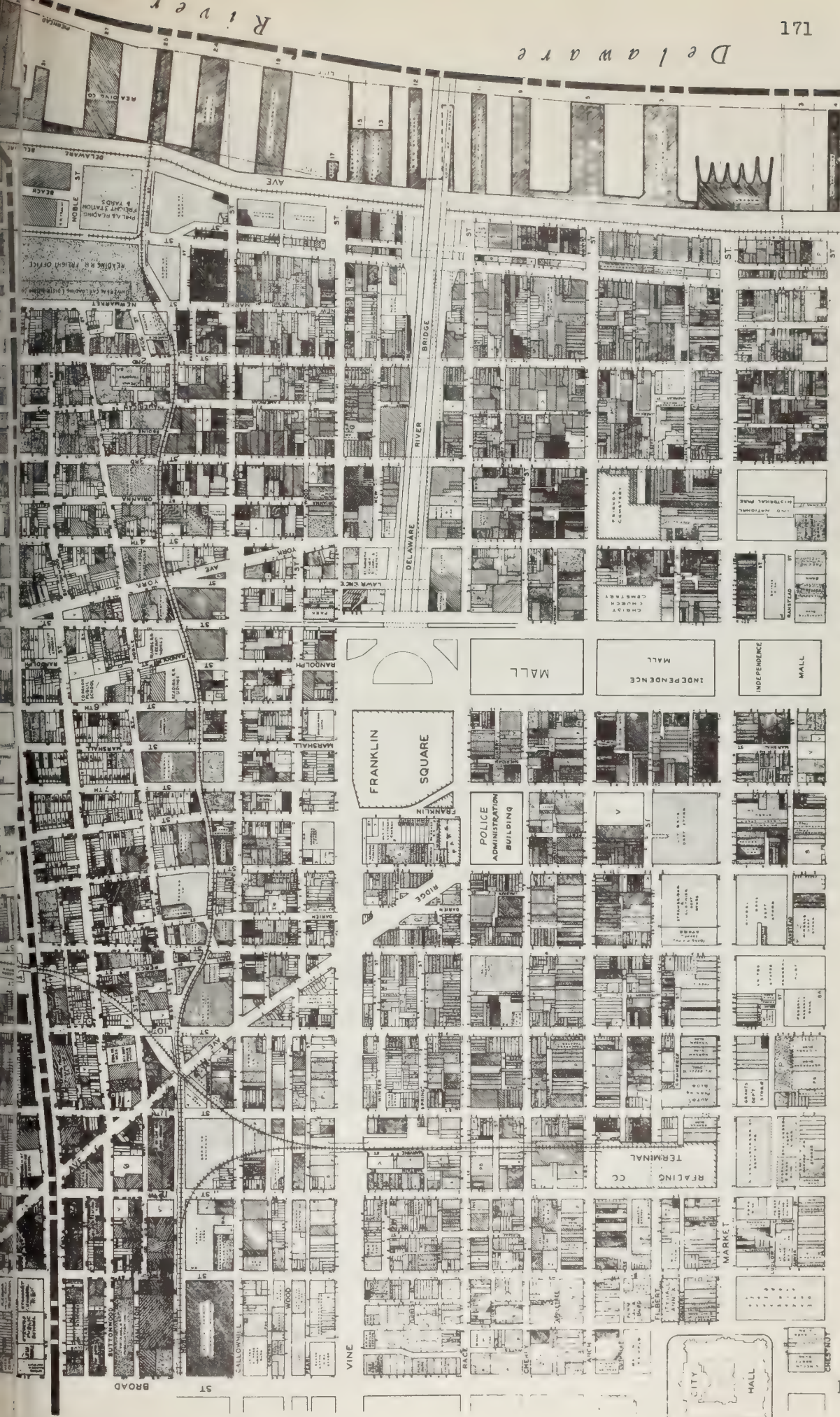


Figure 36



CENTER CITY REDEVELOPMENT AREA



600 0 600 1,200 1,800 FEET

Figure 37

Environmental Deficiencies

The Mall area is in the older part of the city, being a part of the original Penn Plan and just to the west of the very early development of the city. For this reason many of the structures in the area are very old; likewise, certain of these have historical significance for the same reason. Aside from its dramatizing effect on Independence Hall, the Mall rather uniquely functions as a divider between the intense commercial development to the west and the congested industrial commercial development to the east leading down to the Delaware River.

Fifty-six per cent of the structures are more than 50 years old, with a majority of these approximately 100 years old. The combination of inadequate maintenance with generally non-fireproof construction constitutes a continuing hazard.² Forty per cent of the structures in the area are obsolete in terms of present usage, and thirty per cent are in such a depreciated condition that only low-rent space is provided.³ Where residential structures exist, agglomeration with commercial and industrial structures is extensive.

More than half the area has excessive (90 to 99 per cent) coverage by obsolete structures with no off-street loading or parking facilities due to overcrowded conditions and location with narrow streets and alleys.⁴ Open space is inadequate throughout the area.

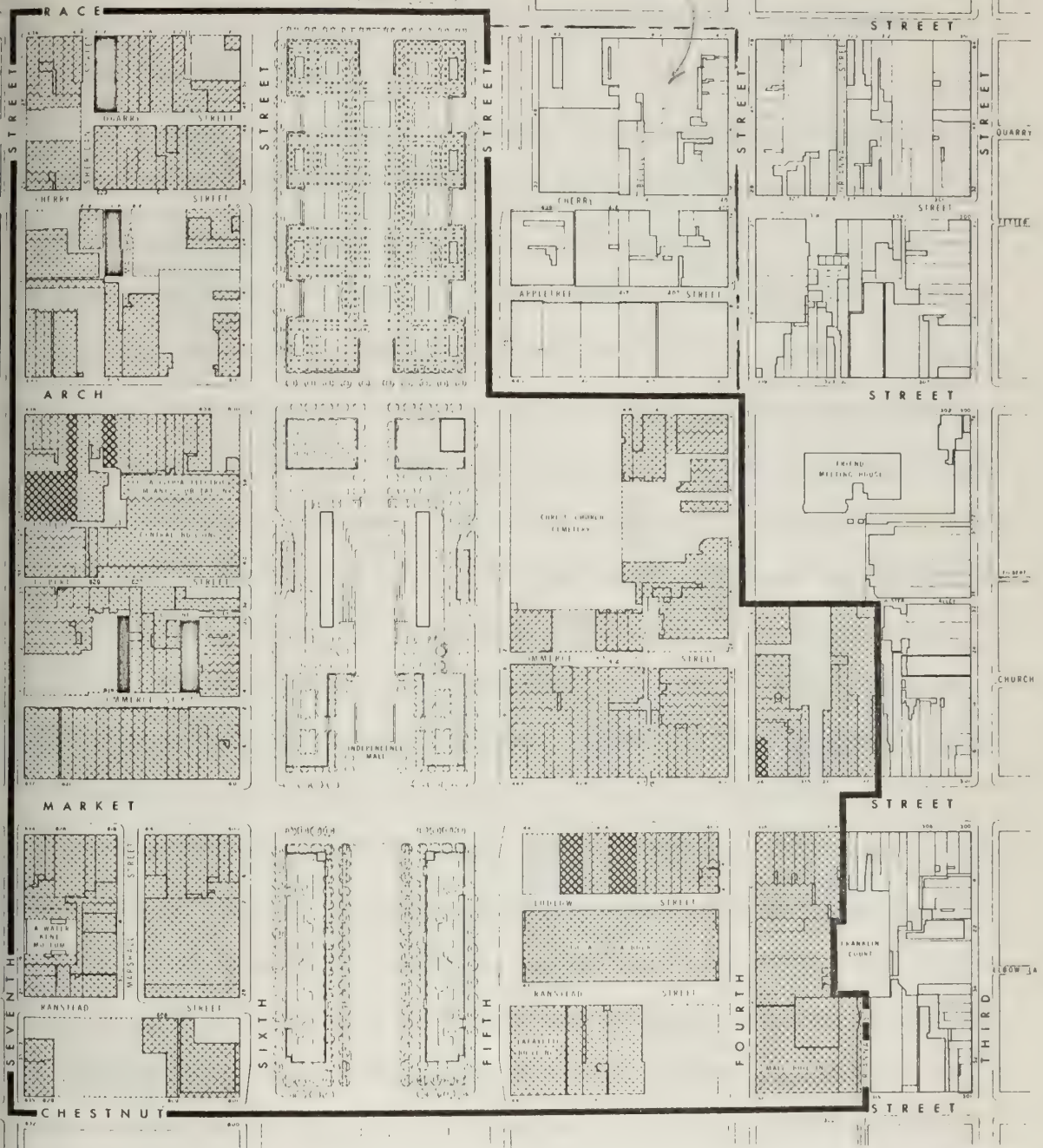
²Philadelphia City Planning Commission, Independence Mall Redevelopment Area Plan, October 1962, p. 4.

³Philadelphia Redevelopment Authority, Independence Mall Urban Renewal Area: Survey and Planning Application (March 1960), section R102.J.

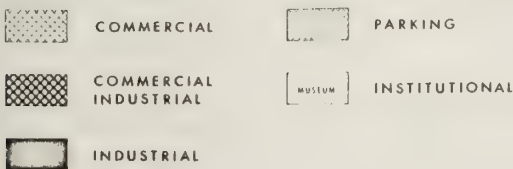
⁴Loc. cit. See, also, Figure 38.

BOUNDARIES & EXISTING LAND USE

PROPOSED
MINT
SITE



DECEMBER 1961



INDEPENDENCE MALL REDEVELOPMENT AREA

Figure 38

The area is characterized by long, narrow structures erected with common walls, having low floor-load capacity, poor ventilation, and little access to light.

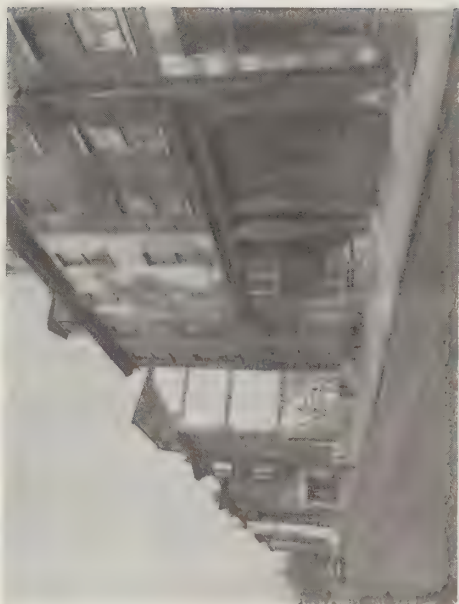
Many of the larger commercial and industrial organizations have expanded by gradually assimilating adjoining structures of miscellaneous type and construction with resultant use of varying floor-levels, floor-loads, inaccessibility in case of fire and total negative reuse of the property in the event of the present occupant's moving to an improved location. There is extensive vacancy of all but the ground floors of buildings which have deteriorated from high-grade to present low-grade commercial usage. As buildings are vacated, they remain as derelicts inviting clandestine occupancy and/or malicious damage. Thus the deterioration of the area is accelerated.

When structures are demolished, the sites are converted to surface parking or left undeveloped. There has been little new construction in the area. The unwieldy sizes and shapes of the lots, plus congestion of the area, discourage rebuilding. Consequently, uneconomical land use continues, blight spreads, and the City loses taxables in an area virtually in Center City. See Figure 39.

The northwestern portion of the area, together with Franklin Square, is the locus of Philadelphia's "skid-row"--home of the homeless--characterized by flop houses, cheap hotels, missions, second-hand stores, pawnshops and tatto parlors.⁵ Skid-row with its doss houses

⁵Jacobs, Jane, The Death and Life of Great American Cities (New York: Random House, 1961), pp. 92, 99-100. Miss Jacobs notes, however, that drunks are not found lying around Franklin Square in the morning, but in Independence Mall, ". . . a new vacuum uninhabited by any recognizable form of society," p. 100.

PHOTOGRAPHS



Center City Redevelopment Area

Figure 39

and associated marginal businesses catering to an unemployable reservoir of male derelicts, together add a further blighting influence, both social and physical.

Washington Square, a block to the south of the redevelopment area and once the heart of downtown, serves little function other than as a lung for the surrounding insurance and publishing firms; it was, until the mid-1950's, shunned as the pervert's park, the previous users having since dispersed. The Square has not as yet recovered.⁶

Factors Leading to Urban Renewal Plan

The decision to undertake the renewal of Independence Mall is a direct result of a three-year study by the staffs of the PRA and the CPC. This study was initiated at the request of the Development Coordinator and comprised the area of Philadelphia within the rivers south of Erie Avenue and west to Fifty-eighth Street. The study defined the scope of the urban renewal problem in Philadelphia, outlined practical renewal policies and goals, and suggested areas in which to base and develop a program of enough range and diversity to have a lasting and significant impact on the city as a whole. In March 1956 a summary draft of the study was presented to the Inter-Agency Committee (coordinating committee under the aegis of the Development Coordinator). This draft strongly recommended a program in the Center City area.⁷

⁶Ibid., pp. 92-93, 97-98.

⁷Philadelphia Redevelopment Authority, op. cit., section R104.3.

The City administration adopted a renewal program which gave top priority to the scheduling of renewal projects within the Center City area. Washington Square East (Society Hill) Urban Renewal Area was the first such project area selected.⁸ Independence Mall was the next Center City area selected.

The Independence Mall renewal project will deal with three major problems in Philadelphia: "skid row," provision for wholesale distribution and/or light manufacturing, and commercial renewal in the CBD. Each of these problems is crucial to the renewal of Center City, and the latter two are basic to Philadelphia's economic well-being.

The redevelopment of the physical setting of "skid row" will not in itself solve the problems of these people. Studies have been

⁸ Washington Square East, believed to contain more early American buildings than any other city, is scheduled for \$55 million in redevelopment. In this area the City has introduced a notable feature--competition for redevelopment contracts based on design proposals submitted within a schematic site plan provided by CPC. The plan of J. M. Pei & Associates submitted with the proposal of Webb & Knapp, Inc., won the rebuilding of the eastern sector of the Area. But it is not our purpose to retell the story of Washington Square East; see: Editors of ENR, "Philadelphia Rebuilds to a 21st Century Plan," Engineering News-Record, October 13, 1960, pp. 41-56, and Bacon, Edmund N., "A Case Study in Urban Design," Journal of the American Institute of Planners, 26 (August 1960), pp. 224-35.

Discussion of the approximately twenty-three other redevelopment areas is beyond the scope of our study. For a review and status report of these projects, see: Philadelphia, A Review of Progress Under the Program for Community Improvement (Workable Program) (Philadelphia: April 16, 1962).

Early impetus to the renewal of the City was given by Penn Center, a joint venture of the City and the Pennsylvania Railroad; it first showed Philadelphians what imaginative planning, bold leadership and perserverance could accomplish. See Editors of ENR, op. cit., p. 50.

in process to determine what kinds of social environment, psychiatric rehabilitation programs and physical setting for relocation will be effective in dealing with the factors producing this problem area. Otherwise, the clearance of the slums of "skid row" will result in the displacement of these people to other sections of the city where the cycle will be again repeated.⁹

The economic base of Philadelphia is suffering from an exodus of important industries to suburban areas. Inadequately-sized and poorly situated parcels for new locations within the city or inadequate room for expansion on present sites are considered the most important factors in the relocation of strategic industries. Displacement of industry from renewal project areas and proposed expressways will aggravate this trend.

Between 1953 and 1955, Philadelphia lost 409 manufacturing plants, with a resulting loss of 33,167 jobs. This was a 2 per cent loss in total employment in two years. Over the six-year period, 1951-1956, the City lost 14 per cent of manufacturing employment, causing

⁹Philadelphia Redevelopment Authority, op. cit., Section R102 and R104.3. A member of the PRA intimately associated with the problems of "skid row" notes that Federal funds in the amount of \$250,000, State funds of \$150,000, and City funds of \$100,000, have been spent in studies of the problem, and no tangible results have been realized. Further, the problem seems insoluble: if conditions are improved for these derelicts as a result of study recommendations, others will be attracted to the City; if no results are obtained, then a lot of time and money will appear to have been wasted.

a 6 per cent drop in total employment. This represented a loss of revenue to the City in payroll and mercantile taxes of approximately \$4 million per year.¹⁰ The areas northwest of the Mall and to the east of the project are considered ideal for wholesale distribution and/or light industry. Redevelopment is necessary, however, to clear and assemble suitable sites. Such development would parallel the Delaware Expressway and the proposed inter-city loop along Vine Street (see Figure 36).

The extension of the Mall provides a focus for redevelopment of the area. Redevelopment along parts of the Mall would offer a prime location for office buildings to serve as headquarters, sales and showroom space for nationally organized concerns desiring a prestige address near the CBD.¹¹

Criteria and Plan for Redevelopment

The redevelopment of the Mall area is considered to have very good prospects since it is within the area of the comprehensive program for renewal of Center City. The area is essentially surrounded by stable or to-be-redeveloped land uses. Redevelopment is anticipated through a variety of sponsorships; i.e., local, state, federal and a combination of these.

The area is stabilized on the north by Vine Street; planned as a major cross-town traffic way connecting the Benjamin Franklin Bridge

¹⁰Ibid., Section R105.

¹¹Ibid., Section R104.

and the proposed Delaware Expressway on the east into the existing Schuylkill Expressway on the west. The area is stabilized on the west by the presence of the city's major department store complex and the recent block development of the Bell Telephone Lombard Central Office. The eastern boundary of the project is established as the economic limit to which the present project can extend to encompass the benefits of the project plan into consistency and uniformity.¹²

The Independence Mall project proposes to make suitably-sized and -situated sites available for:

a. The expansion of normal "Downtown" functions, such as office space for firms engaged in finance, associated civil service, consulting, legal services, and real estate.

b. Headquarters for large concerns requiring locations of prestige and publicity value in or adjacent to the Central Business District.

c. Very small industries producing products of very high value and for distributing and wholesaling, with and without stock.

d. Centrally locating wholesale distributors of apparel, electrical equipment and household furnishings which show a strong tendency to locate in the Center City area.

Suitable vacant land is deficient in Central Philadelphia. This condition will be remedied only by industrial and commercial

¹²Ibid., section R105.

renewal programs, the first phase of which is the Independence Mall project.¹³

The Mall project formulation was undertaken in conjunction with the Old Philadelphia Corporation, the Greater Philadelphia Movement, the Chamber of Commerce and the Philadelphia Industrial Development Corporation. Citizen participation, as required under Section VII of the "Workable Program," was originally certified on February 8, 1955, and recertified on June 24, 1957.¹⁴

Gross project costs are estimated as \$42,793,500. These costs include land acquisition (1,625,500 square feet), site improvement and supporting facilities, and planning and administration. Land acquisition costs are estimated from the assessed valuation of the area which is increased by an assessment-sales ratio of 1.75, an assemblage and award factor of 1.20, and a machinery and equipment damage factor of 1.06 (assessed valuation of \$14,903,300 x 1.75 x 1.20 x 1.06) and totals \$34,234,800. Site improvement and supporting

¹³Ibid., Section R130.10. Mr. Davall, Industrial Project Manager for the PRA, notes that attempts to "sell" industries on locating in the Center City area have had little success. He notes that the assemblage of properties is a major obstacle which can be remedied only through the renewal program; also, there has been a lack of real "salesmanship" in inducing industry into the area. On the other hand, he sees industrial development and employment as only an intermediate phase until the Center City can be developed as a commercial and service center. ". . . What the City needs is large commercial firms and national headquarters for insurance companies, banks, distributors and manufacturers. . . then industry can move to the suburbs and the employment and economic base of the city will be in commercial, business and service firms." Davall, David, Personal Interview on April 15, 1963, Philadelphia, Pennsylvania.

¹⁴Philadelphia Redevelopment Authority, op. cit., section R130.10.

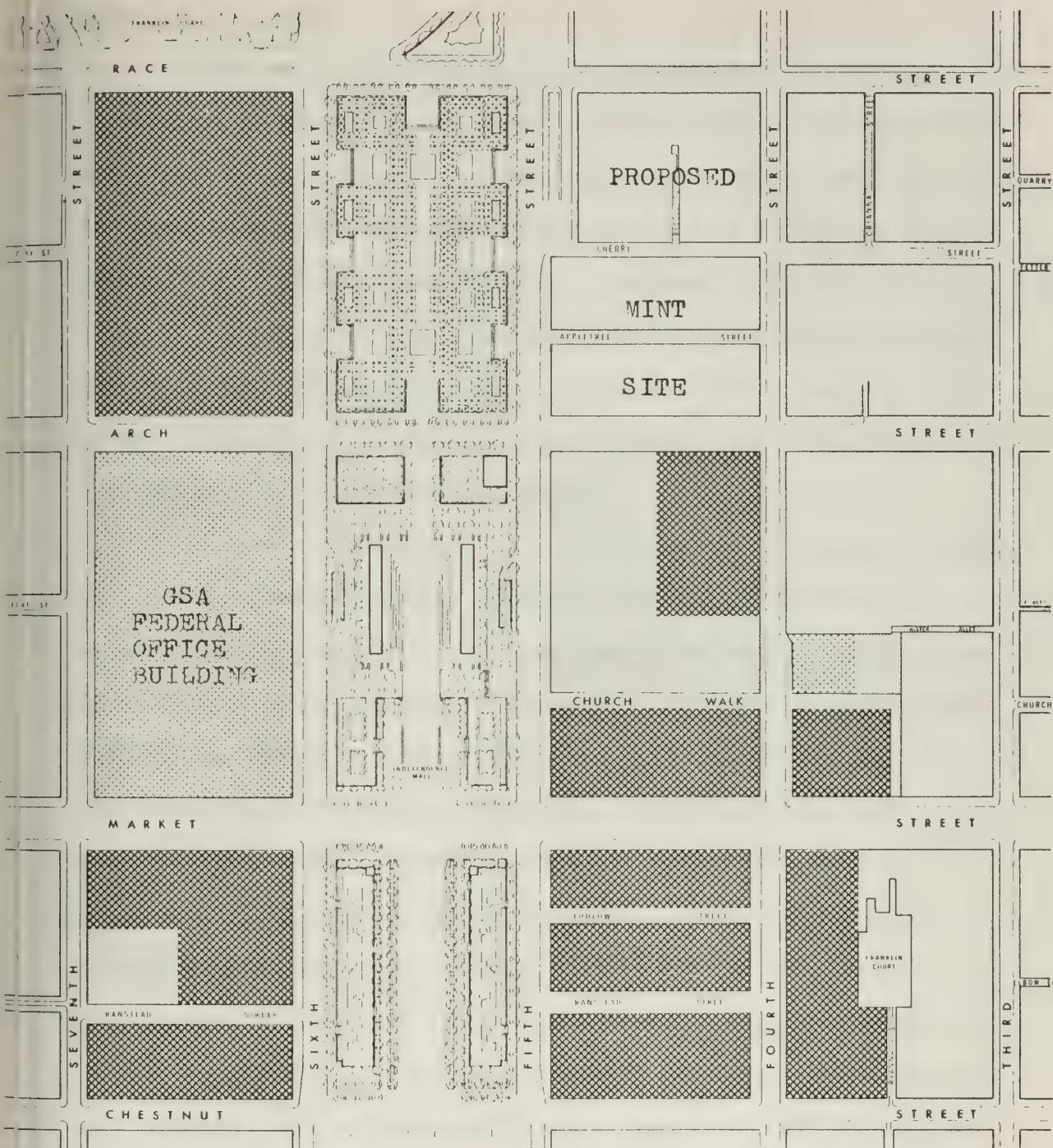
facilities estimates are based on demolition cost (\$0.031 per cubic foot x 71,484,000 cu.ft. = \$2,216,000), cost of removing services (\$100 each for 222 listings and \$210 for each of 210 listings where more than one removal is anticipated = \$64,800) and cost of street removal (235,000 sq.ft. at \$1.00 per sq.ft. = \$235,000), and totals \$2,516,000. Planning and administrative costs are estimated for the survey stage (\$540,627) and the development stage (\$5,502,073), and totals \$6,042,700.

The net project cost is estimated as \$25,727,200. This net amount is the gross cost reduced by the estimated disposition proceeds of \$17,066,300. The federal government will underwrite two thirds of the net cost.¹⁵

The proposed land use adjacent to the Mall is shown on Figure 40. The governmental use noted in this figure does not refer to the Mint but to the proposed \$42 million "Federal Office Building" to be constructed by the Government Services Agency. This plan was submitted as part of the Independence Mall Area Plan by the CPC in October 1962. A less detailed but more inclusive and recent land use plan is shown on Figure 36, from the Center City Area Plan of February 1963. Note in particular that this latest figure proposes commercial and residential land use to the east of the Mall and south of Race Street, whereas the proposed usage shown on Figure 39 is commercial, institutional and governmental.

¹⁵Philadelphia Redevelopment Authority, op. cit., section R110.8. For a breakdown of the estimated land disposition proceeds, see Appendix F.

PROPOSED LAND USE



OCTOBER 1962

INDEPENDENCE MALL
REDEVELOPMENT AREA

Figure 40

Proposed U. S. Mint

There has been a growing demand for coinage in the United States that is anticipated to exceed the capacities of the Philadelphia and Denver Mints. These Mints produce 3.8 billion coins annually, but in fiscal year 1964 this figure will increase to 4.1 billion. In subsequent years the demand is expected to increase to 5.1 billion by 1970, to 9.6 billion by 1980, and to 17.8 billion by 1990. In 1950, the demand was for only 474 million pieces per year. The increased demand is attributed to the spread of the sales tax, vending machines, and the increase in individual income.¹⁶

In a report prepared by the consulting firm of Arthur D. Little, Inc., three alternatives were listed for meeting the demand for coins at about the same outlay to the Government. One was the construction of a new mint in Philadelphia. Another was the expansion of both the 16th St. and Spring Garden structure and the Denver Mint. The third was construction of a mint in the Middle West (Central Ohio, to minimize transportation cost) and closing of the Philadelphia and Denver Mints. The report did not specifically consider land costs of the three alternatives, but noted that the price of land in the neighborhood of the present mint would probably be significantly high.

Expansion of the existing Philadelphia Mint would be uneconomical since it has been expanded several times since its construction in 1900 and its coinage equipment, particularly its rolling mills, is

¹⁶Philadelphia Inquirer, February 19, 1963, pp. 1 and 26.

old and unreliable. It was estimated that relocation of the Philadelphia coinage operation would save more than \$400,000 per year in direct operating cost. The report noted advantages to building a new mint in Philadelphia since construction costs, labor market and transportation costs are substantially the same over a wide area in the Middle Atlantic States; further, Philadelphia is the preferred location from the point of view of making use of currently employed and trained personnel. This consideration may be critical in the case of engraving. Further, the choice among these three alternatives must be made by considering non-economic factors, such as the prestige and morale value of a completely new facility, and the vulnerability of a single facility to disaster.¹⁷

Rafsky stated he had been conferring with Treasury officials on the matter for approximately a year, and that if the existing mint were closed and not replaced it would mean ". . .the removal of a number of jobs from Philadelphia when we could ill afford it."¹⁸ He further noted that a new mint would enable the Government to install

¹⁷Little, Arthur D., Inc., report to the Treasury on mint requirements, as reported in the Philadelphia Inquirer, March 20, 1963, pp. 1 and 4. The Little firm previously prepared a report on Philadelphia's industry: Little, Arthur D., Inc., The Usefulness of Philadelphia's Industrial Plan: An Approach to Industrial Renewal, January 1960.

¹⁸Philadelphia Inquirer, March 19, 1963, p. 26. The Philadelphia Mint now employs 543 workers and may go on a three-shift operation in July which would increase the size of the work force.

facilities embodying the latest technology and that a site near the Independence Mall would make the Mint more accessible to tourists.

Senator Hugh Scott (R., Pa.) stated he would recommend that Philadelphia be selected as the site for the proposed Mint expansion. The office of Senator Joseph S. Clark (D., Pa.) said the senator would sponsor the Senate version of the bill to authorize the building in Philadelphia. Representative William J. Green (D., Pa.), Chairman of the Philadelphia congressional delegation, said he had been notified by Administration sources that legislation would be introduced in the Congress shortly and that the new building would be on an urban redevelopment tract near the site of the original mint. The same day, Mr. Rafsky stated he had been informed that the Independence Mall area met the needs of the Treasury in terms of land, transportation and general location.¹⁹ The next day it was announced that the Treasury Department had requested Congress to authorize a new \$17-million mint for Philadelphia and Mayor Tate to reserve in the Independence Mall urban renewal area a 5.3-acre site bounded by Arch, 5th, Race and 4th streets.²⁰

Of the estimated cost, about \$6 million would go for the building, an additional \$6 million for equipment, and the remaining \$5 million for land acquisition, architects' fees and the like.

¹⁹Philadelphia Inquirer, March 20, 1963, p. 1. The first U.S. Mint was built in 1792 on the east side of Seventh Street between Filbert and Arch streets; the site is now occupied by business structures.

²⁰Philadelphia Inquirer, March 21, 1963, pp. 1 and 42. The timed release of information on the mint is most interesting--in three days it was announced the Treasury was considering a new mint and that Philadelphia was being considered, that any of three sites on the Mall would meet the Treasury needs, and the site was selected and Congress requested to authorize construction on the third day.

Proposed Land Use

The Comprehensive Plan indicates the northern block of the proposed mint site should be developed for industrial use and the southern two blocks for residential purposes. However, in Chapter 12 we have observed that the Plan is only a guide that is interpreted and redefined in the area plans. The Center City Redevelopment Area Plan (Figure 36) indicates the site should be developed for commercial and residential, but does not differentiate in these uses as to parcels or blocks. It may be supposed that limited mixing of these uses would therefore be allowed. This would only be another assumption, however, since the Center City Plan is considered a preliminary site plan and "...should be used as a general guide in the redevelopment of Center City."²¹ The Center City Plan further specifies that the site plans for Independence Mall will continue to apply to cases in that area. As noted, the Independence Mall Plan does not include the proposed mint site.

Neither the Center City nor the Independence Mall redevelopment area plans indicates the closure of Appletree and Cherry streets between Fourth and Fifth streets or of Bedell Place. Since these streets subdivide the proposed mint site, either the streets will have to be closed or the mint will have to be designed as three independent structures.

Thus, it appears there is little concrete planning for the mint site and the City is free to adjust the site usage to the best

²¹Philadelphia City Planning Commission, Center City Redevelopment Area Plan, February 1963, p. 7.

opportunity of the moment--the U. S. Mint.²²

Observations

Considerable planning effort has been expended in and around the site of the proposed mint, yet a specific plan for the site is not available and the three existing plans for the area all differ widely. This may be, in part, due to the difference in detail between the three plans: the Comprehensive Plan designates large areas of the City for a particular land use; the Center City Area Plan does likewise with some land use mixing indicated, but only in units of a total city block; the Independence Mall Area Plan, on the other hand, is quite specific and indicates land use by parcels within the blocks which recognize boundaries and existing land use that are desirable for the area or will not change. Note in particular that the Comprehensive Plan and the Center City Area Plan do not allow for Christ Church Cemetery, which is a historic landmark to be preserved as indicated in the Independence Mall Plan. The latest proposed land use plan for the mint site indicates commercial and residential development was sought.

The main concern for the Mall area is to improve the economic base and to preserve this historical section of the Old City with

²²While the opportunity of the moment is in this case to the apparent advantage of the City, the necessity of the moment may not be. In the East Poplar redevelopment area, the City had to relax the design standards they had anticipated. In this case it was difficult to obtain a redeveloper, then based on marketability risk; since it was not a stabilized area, the developer would only build \$12-14,000 residential units. The Comprehensive Plan's proposed land use and density were observed, but civic design and aesthetic treatment was lacking. Hamme, David, Planner; CPC, Personal Interview, April 15, 1963, Philadelphia, Pennsylvania.

Independence Hall as the focus. Review of the proposed resale values of land for different uses also indicates that alternate land uses may be curtailed due to high values.

The proposed mint is certainly a unique use that could hardly have been anticipated. However, Mr. Rafsky has indicated he had been in consultation with the Treasury on the project for over a year. The idea, then, that a mint may be in the offing was perhaps not unique in October 1962 when the Mall Area Plan was published by the CPC and may, indeed, account for the seemingly unique configuration of this plan which stops just at the proposed mint site.

The new mint would, of course, serve the City well. It would create new employment of an extended period of permanency, bring \$17 million into the City, provide an impetus to investment in new construction in the area, bring a certain prestige to the area and reinforce the area as a tourist attraction.

Further, the Government is perhaps the only body that can afford to build a monumental structure of the style and architecture anticipated. No doubt the building will be considered for its ornamental aspects, and as a link in the apparent Baroque structure of the Mall focusing on Independence Hall. This, then, is an opportunity for civic design, which Mr. Bacon ardently advocates, and for architectural ornamentation.²³

²³The City has been recently criticized by John Canaday, former head of the Philadelphia Museum of Art's public education division and now art critic for the New York Times, for having torn down and replaced 19th century buildings and replacing them with

With Independence Hall at the south, the Mint on the north, and the Federal Office Building in the center on the west side, redevelopment of the Mall area seems practically assured.

For this opportunity the City would change any plan, zoning, or code.

structures that ranged from mediocre to downright bad design. He said the recent trend indicated that the City would tear down City Hall if it could: Philadelphia Inquirer, February 1, 1963, pp. 1 and 25. Mr. Canaday was supported by Roy F. Larson, president of the city Art Commission, and Guiseppe Donato, a member of the Commission; Mr. Lammer, executive director of the PRA, and Mr. Rafsky vehemently denounced this criticism, while Mr. Bacon said that although he didn't know what in the world Canaday was talking about when he said that fine old buildings had been destroyed, the city should accept the criticism as a challenge rather than in irritation: Philadelphia Inquirer, February 2, 1963, pp. 1 and 6.

Chapter 15

U. S. NAVAL HOME

We have been primarily concerned with the role of the Comprehensive Plan from the perspective of the Planning Commission, the City Administration, and other formal bodies. However, the city is a composite of many individuals and organizations who must live within the framework of the City's laws and plans and adjust their personal desires and plans accordingly. It was decided to view the Comprehensive Plan through the eyes of a tenant of the City to examine this position in relation to the Comprehensive Plan.

The U. S. Naval Home is one such tenant; although it cannot be considered as an individual, it is an old tenant of the City who cannot easily flee to the suburbs, but yet must decide if its location in the city is still satisfactory for the function it is to perform.

An engineering evaluation study of the U. S. Naval Home has just been completed. The study was divided into two areas: first, as an over-all urban planning approach which would relate the Home's position to the City as a whole; and second, a detailed engineering study to analyze the structural condition and adequacy of the existing site, buildings, and utilities in accommodating the present and anticipated increase in the number of beneficiaries in the future.¹ In this

¹U. S. Navy, District Public Works Office, Fourth Naval District, Philadelphia. Planning and Engineering Evaluation Study of the U. S. Naval Home, Philadelphia, Pennsylvania (Philadelphia: February 1963).

chapter we will examine those items of an urban planning nature considered in the study as related to the Home's position in comparison to the Comprehensive Plan.

Location

The U. S. Naval Home is located one block from the Schuylkill River at the corners of 24th Street and Grays Ferry Avenue (Figures 41 and 42). It occupies a twenty-acre Navy-owned site and has under its jurisdiction a ten-acre Naval Cemetery located at Yeadon, Pennsylvania, four miles away.²

The U. S. Naval Hospital, which is associated with the activities of the Naval Home, is located on Broad and Pattison streets (Figure 41) and is a fifteen-minute ride by automobile from the Naval Home.

Historical Sketch³

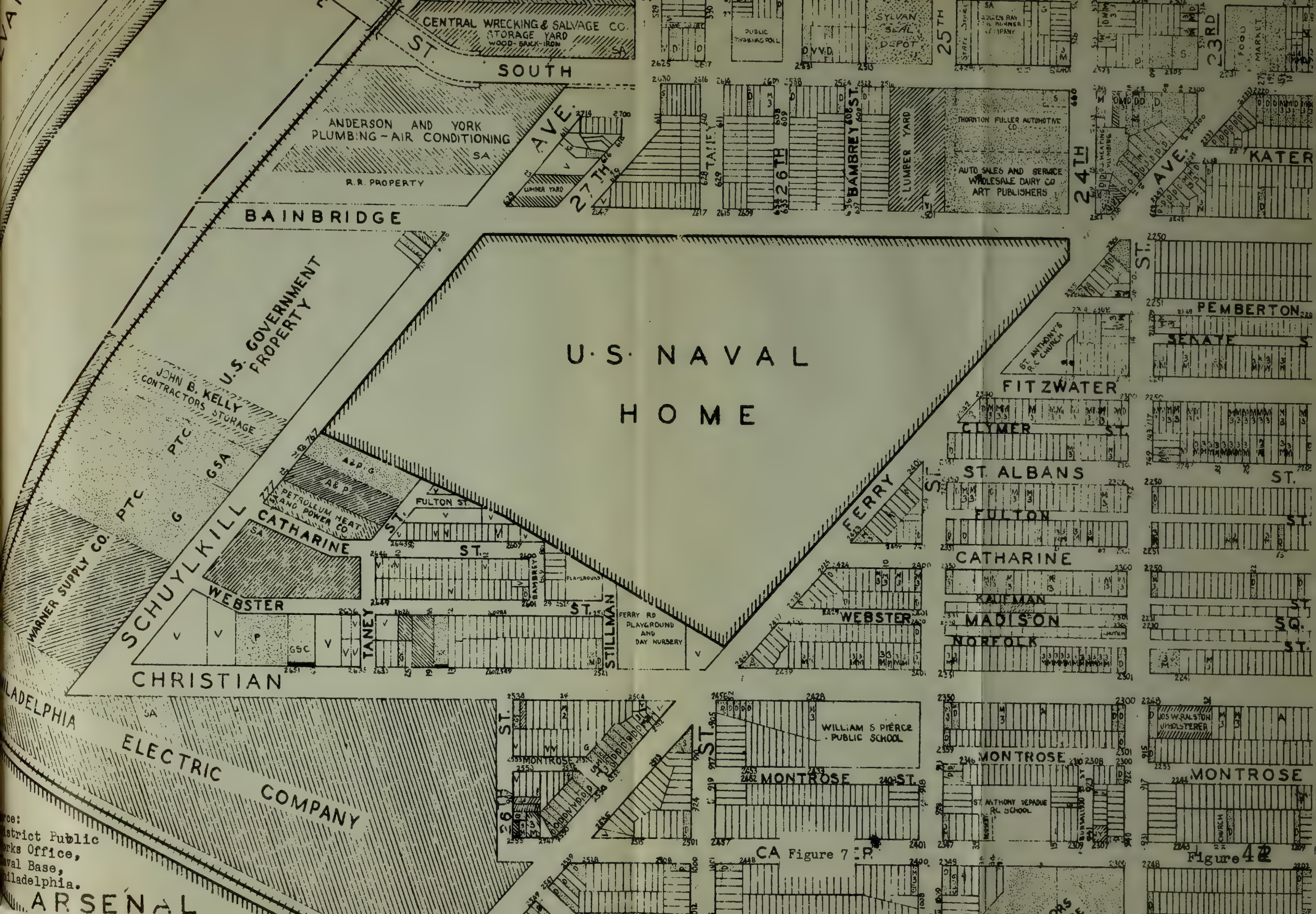
In 1809, the Secretary of the Navy became concerned over the sad condition with regard to availability of adequate hospital facilities for the men of the Navy who had served during the Revolution. Upon his recommendation, Congress, on February 26, 1811, enacted a law which directed that funds collected from and for the relief of the sick and disabled seamen be turned over to the Secretaries of the Navy, War, and Treasury, who were assigned to act as a Board of Commissioners of Naval Hospitals. This law was responsible for establishing the Naval Asylum (the name was changed to Naval Home in 1889).

²Ibid., p. 12.

³Ibid., pp. 10-11 and 73.



Figure 41



Philadelphia
District Public
Works Office,
Naval Base,
Philadelphia.
ARSENAL

CA Figure 7

Figure 4

The present area was purchased in May 1826, and Navy patients were transferred from the Philadelphia Naval Shipyard to the Pemberton Mansion that existed on the purchased land. This original facility expanded through the years as the needs and use of the Naval Home required. It served as the first Naval Academy in 1834 until the Naval Academy moved to Annapolis, Maryland, in 1845. In 1921, the Public Health Service assumed control of the Naval Hospital and it was operated as a veterans' hospital until 1933 when it was returned to the Navy.

The buildings were renovated during the period 1938-42, and the Navy used it as a convalescent home for World War II Navy veterans until the period following the cessation of hostilities.

Mission and Use⁴

An excerpt from the Regulations of the United States Naval Home reads as follows:

A home will thus be established for the faithful tar who has been either worn out or maimed in fighting the battles of his country. A comfortable harbor will be secured, where he may safely moor and ride out the ebb of life, free from the cares and storms by which he has been previously surrounded. He will here cheerfully and proudly live with his own messmates, with the Companies of his former sports, toils, and dangers, and where they will animate each other, by recounting the pleasures which they enjoyed, the perils which they escaped, and the battles which they fought. A picture of happiness will thus be exhibited, and not less gratifying to the patriot than it will be useful; and stimulating the intrepid youth of our country to enlist under the Naval banner that they also may secure similar honors and comforts for a "green old age."

--Extract from the address of
Commodore William Bainbridge in
laying the cornerstone of
Biddle Hall on 7 April 1827.

⁴Ibid., p. 12.

Generally, those who may reside at the Home include officers and enlisted men of the Navy, Marine Corps, and Coast Guard (when the service was performed while the Coast Guard was attached to the Navy), who were honorably discharged or retired, and who are, by reason of wounds, sickness, old age, or other disability, unable to support themselves by manual labor, or if receiving retired pay are without dependents or whose physical condition requires constant attention.⁵ These residents are called "Beneficiaries."

Planning Evaluation

The planning approach used in the report on the U. S. Naval Home included material on its historical development, mission, organization and administration, and how the Home fits into the over-all community pattern or existing and planned land use, traffic and transportation, urban renewal and population, and housing characteristics. It was noted that the above considerations were not considered in previous Department of Defense Studies on the Naval Home, but were now felt to be a prime consideration in approaching this planning problem.⁶

Rather than reiterate that portion of the Study of the Naval Home pertaining to its over-all compatibility with the community pattern, it is considered that, by discussing the findings and recommendations of the Study as it pertains to this aspect, the nature and extent of this evaluation will be illustrated.⁷

⁵This is very general; specific regulations concerning eligibility are contained in the Regulations of the United States Naval Home, NAVPERS-15103 (Rev. 1954).

⁶U. S. Navy, op. cit., p. 2.

⁷Ibid., pp. 4-6.

It was generally found that:

(1) Main buildings are old but with many years of remaining economical life--25 plus.

(2) The present environment is not ideal because of mixed land use, housing conditions, haphazard street pattern, etc., presently characterizing the area.

(3) The beneficiaries have not been involved in any recurring crime problems with outside forces, and that they are generally satisfied with present accommodations and location.

(4) It is located in Industrial Zone II, devoted largely to goods handling.

(5) It is located in the Southwest Central Redevelopment Area, certified on 10 May 1950, but with renewal expected to be carried out by private means, and not with City assistance as in other redevelopment projects.

(6) There is adequate bus service.

(7) The neighborhood lost population during the 1950-60 period, partly as a result of urban renewal activities.

(8) Neighborhood population is predominantly non-white.

(9) There was an increase during the 1950-60 period of number of housing units, partly as a result of urban renewal activities.

(10) Neighborhood housing is overwhelmingly renter-occupied and was constructed during the 1850-99 period. The value of owner-occupied, one-housing unit structures ranges from \$6,000-\$17,999.

(11) This housing is predominantly deteriorating, but not dilapidated.

(12) The Historical and Planning Commissions of Philadelphia recognize the U. S. Naval Home as one of the first one-hundred buildings of noted historical significance.

The study then recommended that "the U. S. Naval Home be retained, properly maintained and expanded at its present site to accommodate those additional beneficiaries contemplated in the future. . ."⁸ The following is a partial list of the facts and assumptions on which these recommendations are based:

1. The U. S. Naval Home's buildings are old but in good structural condition, with many years of serviceability remaining (25-plus years) as the result of past and present facility improvement programs. Future improvements will add to this life span of the buildings.

2. The present site can adequately accommodate additional facilities to house a total of 600-800 beneficiaries (which number was established for investigation purposes).

3. The neighborhood will realize a substantial improvement on a gradual basis during the next 10-15 years as the result of urban renewal and other construction activities in the area. This will involve the anticipated improvement of existing housing conditions, the construction of a Crosstown Expressway and District Park nearby, and the preservation of existing, and construction of new, residential, commercial, industrial and institutional facilities in the area. However, the area will retain its predominantly industrial character.

⁸Ibid., p. 7; their emphasis.

4. The Home will serve as an asset to the Southwest Central Redevelopment area.

5. The neighborhood will increase in value as the various future improvements are realized in the area.

6. The Home will increase in prominence from a civic design point of view when the Crosstown Expressway is constructed.

7. The Home is recognized by the Historical Commission and City Planning Commission of Philadelphia as being one of the first one-hundred buildings of historical significance, and that every effort should be directed toward its retention in one capacity or another.

Discussion

The preceding discussion illustrates the role of the Comprehensive Plan in a planning and engineering evaluation study of a facility within the jurisdiction of the Plan. Citizens from many parts of the city will be evaluating their property, at one time or another, as it compares to the Comprehensive Plan. The following statement, adopted by the City Planning Commission on June 19, 1962, will illustrate another such evaluation:

The Planning Commission, at its meeting of June 19, reviewed a letter and enclosed statement signed by G. Scott Steward, 3rd, President of Mid-Chestnut Hill Residents' Association concerning the commercial provisions of the Comprehensive Plan in Chestnut Hill.

The letter is incorrect in stating that the Comprehensive Plan "institutes two mammoth intermediate shopping centers." The proposed Morgan Tract Shopping Center is clearly shown on page 54 of the Comprehensive Plan as a local center. The area is that which was worked out between the proposed developer and the Chestnut Hill residents.

The Comprehensive Plan in no way "threatens to destroy the attractive shopping and business area." It is a general guide for the future development of the area and emphasizes the significance of the present very handsome shopping development along Germantown Avenue in Chestnut Hill. The designation "Intermediate Center" for it indicates a general concern on the part of the Planning Commission that it continue to attract and retain expenditure in as large an area as possible. It does not of itself change the zoning nor interfere with any existing land uses.

The Comprehensive Plan is constantly subject to revision in its details. The Planning Commission would be glad to receive explicit suggestions from any responsible group in Chestnut Hill, preferably representing the combined sentiment of the major organizations in the community, for any changes in the Comprehensive Plan which would best fit the local needs.

Immediately upon receipt of such a request the Planning Commission will review the material in detail with a view to revising the Plan if such revision is desirable.⁹

/S/ Richard P. Bansen,
Secretary

A rather interesting question arises concerning the responsibility of the City to its citizens, in that it prepares a formal plan, it is then accepted by the citizen and he plans accordingly; but since the plan is only a guide, it is therefore subject to change, and may change in such a way as to adversely affect his property. Suppose, for example, a suitable site for the Sports Stadium exists next to the Naval Home and it is decided to locate the Stadium at this site. This could adversely affect the function of the Naval Home, and the

⁹Philadelphia City Planning Commission, Minutes of Meeting--Open Session (June 19, 1962), p. 5 (emphasis ours).

Navy might reconsider its plans to retain the Home in this area; but the Navy could be over-committed financially to change its plans.

The Comprehensive Plan needs to be a guide not only for the City Administration and Planning Commission, but for the individual citizen, the individual business, industry and institution, and the prospective citizen and buyers of property.¹⁰ To serve this purpose, the Plan needs to be in sufficient detail (such as Redevelopment Area Plans) to enable a tenant to see clearly the relationship of his land to adjacent land use. Further, it must not be changed indiscriminately in preparing subsequent detailed plans, since major changes can seriously affect a tenant who is operating under a different set of assumptions.

That the U. S. Naval Home will be adversely affected by any future changes to the Comprehensive Plan is very unlikely. However, many areas of the City are as yet untested, and considerable care must be exercised by the planners to properly protect the interest of individuals in their interpretation of the plan and in their recommendations to the Board of Zoning Appeals. In particular, the planners must prudently consider adjacent land uses in preparing site plans for urban renewal projects.

¹⁰This relationship is well illustrated in a hypothetical debate concerning a property owner who desires to change the zoning of his property, in an article by Haar, Charles M., "The Master Plan: An Inquiry in Dialogue Form," Journal of the American Institute of Planners, 25 (August 1959), 133-42.

Another interesting and important observation is the recognition by at least one agency of the Department of Defense, of the importance of relating a military facility to the urban planning of the community in which it resides. We can also anticipate that industry, commerce and other land users will evaluate their investments in relation to the Plan.

The planning study by the U. S. Navy was only recently completed (February 1963) and it will be some months before the appropriate higher authorities review and act on its recommendations. An important aspect of the study is the sound engineering and planning approach that can be used to provide justification for the request of maintenance and improvement funds that are appropriated by Congress. It exemplifies the type of facilities study that is not only comprehensive in its engineering context, but comprehensive in determining the need for the facility. Studies such as this will not only properly justify requests for continued funds to retain the facility, but will first satisfactorily determine that the facility is indeed required and suitably located.

Chapter 16

ANTICIPATED CHANGES

In the preceding chapters of Part III, we have presented analyses by way of case studies of a limited number of projects to make observations on the application of the Comprehensive Plan to development and to observe certain factors and/or forces that will modify or reinforce the Plan.

We have found, in general, that the Plan is subject to interpretation by the City government and various agencies and commissions; that the federal government is not bound to follow the Plan; that existing land usage, boundaries, investment and resale values are substantial factors affecting the effectuation of the Plan; that various organizations and individuals may exert force through various routes (legal, economic, political, etc.) to mold land use and development; and that the Comprehensive Plan is not specific when used as a guide for block or parcel development and may not include provisions for rather large projects or developments which may or may not have been anticipated.

This chapter will present, in brief, certain other projects, conditions, and/or areas that are anticipated to induce change or reinforce the Plan that in subsequent studies would be worthy of detailed analysis.

Urban Renewal

Twenty-five redevelopment areas (11,833 acres representing 14.3 per cent of the City's area) have been certified, and at least eighty-six projects within these areas are under study or construction.¹ In 1962, Philadelphia received from the federal government more than \$35 million for new Title I renewal projects, and had submitted and was waiting approval on six projects with a total net cost of \$34 million. It is expected that, in 1963, the City will submit at least ten new projects totaling \$30 million. Approval of these projects will bring the PRA's renewal program to a total net cost of more than \$270 million.²

Without a doubt, the urban renewal program has a greater impact on the development and evolving fabric of the city than any other single program.

The City Planning Commission, as guardian of the Comprehensive Plan, has in this program a ready avenue for implementation of the Plan in broad areas since they prepare the land use plans and preliminary site plans. We have seen in previous chapters, however, that the resulting renewal area plans (Hartranft and Independence Mall) may vary widely from the Comprehensive Plan and, indeed, in detail will vary from the redevelopment area plan. These differences arise

¹See Figure 30, and Philadelphia Redevelopment Areas, Appendix D, for location and description of these areas.

²Lammer, Francis J., Memorandum to Mayor James H. J. Tate, December 28, 1962.

as the result of an opportunity to acquire a substantial structure or prestige use in the area; the control of land boundaries; recognition of existing land usage and valuable stable capital improvements; marketability of parcels; political commitments; and, perhaps, physical barriers to proposed structures.

In addition to these physical and economic sources of change, there is a growing concern with the many social hardship problems created by the urban renewal program. One such problem area is the disrupting of neighborhoods and local shopping facilities. These problems are particularly acute when elderly persons are affected. Recent hearings before the Senate subcommittee on involuntary relocation of the elderly indicate that 58 per cent of the elderly living in urban areas live in the central city. Project areas where 20 per cent of displaced families have been elderly were "commonplace" and the percentage rose to 30 and 40 per cent in a number of projects. In one project where 2,000 single persons are to be displaced, the subcommittee found that almost 90 per cent were elderly pensioners.³ With this kind of evidence, it seems but a short time until Congress will be writing additional requirements into the urban renewal program to require as yet unspecified corrective actions which will, without doubt, change current plans.⁴

³Philadelphia Inquirer, January 6, 1963, p. 15.

⁴There is currently some concern among project managers in the PRA over what is termed "second guessing" of renewal plans by the Urban Renewal Administration. Personal interviews, April 8 and 15, 1963.

In any event, the renewal program is growing, and with it will come changes to the Comprehensive Plan. These will for the most part involve changes in the proposed land use of parcels and blocks rather than sweeping changes over large areas, the kinds of change perhaps best described as the mixing of land uses where the Comprehensive Plan anticipates only single purpose usage over large areas.⁵

Transportation

Philadelphia has included in its current Capital Budget and Six-Year Capital Program line items for effectuation of its Transportation Plan. Early emphasis is being given to rapid transit facilities; the connection of the Pennsylvania and Reading tracks, the replacement of Reading Terminal by a new underground station, and extensions to the rapid transit system into Northeast Philadelphia and on South Broad Street.⁶

The Delaware River Port Authority has approved plans for a new eight-lane bridge across the Delaware between Northeast Philadelphia and Pennsauken, N. J. The bridge will provide the link proposed in the Comprehensive Plan between New Jersey and the "10-mile loop" in the northeast; also, it will connect with an interchange of the Delaware Expressway now under construction.⁷

⁵Mr. Cyril B. Roseman is currently studying the urban renewal program in Philadelphia for his doctoral thesis at Princeton University. The results of his study promise to be most interesting.

⁶Philadelphia City Council, An Ordinance, Bill No. 1964 (Philadelphia: November 29, 1962), line items nos. 75, 76, 82 and 83. See also: Philadelphia Inquirer, March 12, 1963, pp. 1 and 20, for details of the most recent changes in plans for Market Street East in connection with a proposed "Transit Hub," and, Editors of the Delaware Valley Announcer, "Proposed Commuter Rail Link," Delaware Valley Announcer, 36 (March 1963), p. 50.

⁷Philadelphia Inquirer, March 21, 1963, p. 1.

The Port Authority also has approved the Philadelphia-Camden-Kirkwood rapid transit line which is proposed to start in center city, cross the Benjamin Franklin Bridge, and connect with stations in Camden, Collingswood, Westmont, Haddonfield and Kirkwood. Similar proposals have been under discussion for a number of years but have been set aside through one cause or another. The most recent proposal is similar to that approved in 1962 by former Governor Lawrence of Pennsylvania and former Governor Meyner of New Jersey which was stopped due to objections of the Greater Camden Movement and Mayor Pierce of Camden.⁸ If the plan is successful this time, it may well accelerate the exodus from Philadelphia and resulting growth of Camden County.

Mayor Tate has proposed and continuously stressed the need for a regional transportation organization in the form of an authority which would purchase and operate transit facilities in Philadelphia and adjoining counties of Pennsylvania. The adjoining counties, particularly Delaware County, had been reluctant to join in this proposal for various reasons, not the least of which was their demand for equal representation on the authority.⁹ On April 17, 1963, the Mayor stated that he was hopeful legislation would soon be passed permitting the establishment of the authority and that if suburban counties could not agree on the proposal the City would "go it alone."¹⁰

⁸Loc. cit.

⁹Philadelphia Inquirer, March 2 and 31, 1963, p. 3 and p. 7, respectively.

¹⁰Ibid., April 17, 1963, p. 11.

Philadelphia and the four counties (Bucks, Chester, Delaware and Montgomery) reached agreement on the establishment of the transportation authority, to be known as the "Southeastern Pennsylvania Transportation Authority," on April 25, 1963. The Authority will be a self-supporting public body and will have eleven members, two from Philadelphia and each of the counties and one from the State. When organized, the authority will seek to purchase the city and suburban bus lines and to lease the Pennsylvania and Reading railroads' commuter lines. As a public body, it is proposed that the authority will not be subject to corporate, franchise and income taxes. Also, by consolidating these transportation facilities under single management and eliminating competing services, it is anticipated the authority can operate present facilities at reduced costs. The proposed authority will have no taxing powers, but would support construction of new transit facilities by floating revenue bonds.¹¹

Possible Federal aid has been proposed to assist urban areas in undertaking to improve their mass transit systems. The proposed legislation, if approved, will provide \$500 million in assistance. The Philadelphia and Boston Chambers of Commerce have endorsed the program, while the U. S. Chamber of Commerce has voiced opposition, citing that 97 per cent of its local chapters opposed federal subsidies for mass transit systems.¹²

¹¹Philadelphia Inquirer, April 25, 1963, pp. 1 and 34. See also, Philadelphia Inquirer, April 26, 1963, p. 22, and The New York Times, April 28, 1963, p. 76.

¹²Philadelphia Inquirer, February 29, 1963, p. 2.

On the interurban scene, Senator Claiborne Pell (D., R.I.) has introduced a joint resolution to permit eight states (Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Pennsylvania, Delaware and Maryland) and the District of Columbia to enter into a compact to operate the rail passenger service of the crowded Washington-to-Boston megalopolitan corridor. In conjunction with this proposal, Richardson Dilworth, "by White House request was added to. . .[an] interagency group mapping the study plans."¹³ Senator Pell envisions high-speed service along the corridor with improved coaches and way (track, switches, train control systems, etc.). Estimated track reconstruction and other costs would total \$500 million and would be financed by a thirty-year tax exempt bond issue free of State or Federal subsidy.

Philadelphia's Transportation Plan has more regional aspects than has any other of the component plans of the Comprehensive Plan. The City may implement this Plan within the City (and approval of the federal program for aid to mass transit would certainly help), but is seriously curtailed when attempting to cross political boundaries. In exchange for cooperation in implementing the plan, the adjoining counties may require that the Philadelphia Plan be modified somewhat to meet the needs of the counties. Indeed, if the proposed South-eastern Pennsylvania Transportation Authority is authorized, the counties will have equal representation with Philadelphia and can influence construction by the authority within the City. As yet,

¹³Philadelphia Inquirer, April 28, 1963, p. 18.

there has been no mention of any restrictions on the proposed authority as to the extent to which it may plan without complying with the Comprehensive Plan.

The federal proposals, if approved, will also create forces and programs that, while beneficial to the city, may require modification of the City's Plan.

Another current consideration, not so much in relation to the City's physical plan as to the goals of the Comprehensive Plan, is the proposed merger of the Pennsylvania and New York Central railroads.

Mr. James C. Buckley, an industrial and transportation consultant for the Port of Philadelphia, has opposed the merger, citing that it could mean the diversion of thousands of tons of freight from Philadelphia, curtailment of industrial expansion in the area, and the loss of 4,000 to 6,000 jobs with an annual payroll of \$24- to \$36 million.¹⁴

These are but a limited number of examples of current developments in the transportation framework, the ramifications of which cannot be fully assessed at this time. Further study as these programs progress may well indicate far-reaching changes in this important element of the Comprehensive Plan.

Zoning

The zoning ordinance of the City is of much greater detail than the Comprehensive Plan. Zoning is generally by parcel and recognizes

¹⁴Philadelphia Inquirer, April 24, 1963, p. 7.

the usage on each lot. In this respect, zoning is of much more practical use to the individual than is the Comprehensive Plan, or at least he feels it is, because it is in much greater detail. Indeed, the precedent of zoning is well established and the public is both more familiar with zoning regulations and has more understanding of them. There is a certain citizen orientation to the rectilinear pattern based on the single lot envelope, and as such he supports zoning regulation and in it sees the means of protecting his property.¹⁵

In Philadelphia, the Comprehensive Plan and the Zoning Ordinance have not been made compatible. Zoning may be an instrument for the implementation of comprehensive planning if the zoning is changed to conform to the Comprehensive Plan. If not, the two are then at odds and zoning may be the controlling factor under the Board of Zoning Appeals. The CPC is an advisory commission and the Board of Zoning Appeals is in a line capacity. This is the desired structure, but does put the Commission at a disadvantage. In any event, a request for a variance from the zoning regulations may precipitate a court case where decision will be based largely on the briefs of council and legal precedent by judges who may be ill-prepared to accept implicit goals of a comprehensive plan. Suffice it to say considerable weight is given existing zoning regulations which are imbued with legal status and, as such, will be a strong force for exception to the Comprehensive Plan so long as the two are not compatible.

¹⁵Babcock, Richard F., "An Appraisal of Zoning as a Tool of City Planning," Journal of the City Planning Division, American Society of Civil Engineers, 3210 (August 1962), pp. 5-7.

Harness Track

In Chapter 11, we have seen that an exception to the Comprehensive Plan was made to accommodate a harness track in northeast Philadelphia. While the land use plan has been changed to "commercial" for the harness track, there has been no change in the proposed land use around the track. Adjacent land usage is specified as predominantly residential and institutional.

It is only reasonable to anticipate that the harness track will have a significant impact on adjacent land uses and that commercial interest will develop in the area, bringing about added changes to the Plan.

Air Rights

Mayor Tate requested City Council's approval on February 7, 1963, to construct a \$4 million high-rise apartment over the City-owned subway-surface tracks at Fortieth Street and Baltimore Avenue. Approval would grant the Redevelopment Authority authorization to sell the land to a redeveloper, with the City retaining a perpetual transit easement.¹⁶

This is the first project involving air rights in West Philadelphia. Dr. Gaylord P. Hornwell, president of the West Philadelphia Corporation, described the proposal as visionary and yet practical and that it would open a new, rich vein for urban land development. Development Coordinator Rafsky said other redevelopers will be asked to submit proposals involving other areas currently restricted by transportation usage.

¹⁶ Philadelphia Inquirer, February 8, 1963, p. 27.

Wide acceptance and development of properties involving air rights will cause a considerable number of changes in the Comprehensive Plan and in the image of the involved areas.

Preston Retreat

Preston Retreat, the old maternity hospital designed by Thomas V. Walter (noted Philadelphia architect), is valued for its Greek Revival architecture. As such, the Philadelphia Historical Commission has preserved the 126-year-old building and has attempted to sell it to an insurance firm or other business as a prestige location. A purchaser has not, however, been found and the three-acre site in a growing apartment district at Twentieth and Hamilton streets is now subject to sale for construction of an apartment project.¹⁷

The Preston Retreat, like some 1,500 other buildings in Philadelphia, had been certified by the Historical Commission for its historical and architectural interest. As such, its destruction has been prevented under a program of municipal preservation granted by a bill passed by City Council in 1955. The Commission cannot, however, force retention or prevent razing of the building beyond a six-month grace period, now expired, without a purchaser. With urban land prices inflated and conversion often impractical, odds favor demolition on this desirable site for apartments, as on other similar structures throughout the city.

¹⁷Philadelphia Inquirer, April 28, 1963, p. 36. The Retreat has not served as a hospital since a Common Pleas Court approved a 1961 agreement transferring maternity cases to Pennsylvania Hospital as an economy measure.

The sale of this property and subsequent apartment development will cause another change to the Comprehensive Plan and remove not only a historic landmark but the desirable open space now existing by virtue of the Retreat's grounds. Similar changes may be anticipated involving other old land uses throughout the city that have now become defunct or can no longer compete in the economic market.

Concert Hall and Coliseum

Snellenburg's department store, occupying a block in the "commercial core" south of Market Street between Eleventh and Twelfth streets, closed on April 15, 1963. Mr. Isaac D. Levy, a member of the Fairmount Park Commission, has proposed that an \$18 million concert hall and exposition building replace the defunct store. Mr. Levy considered the proposed cultural center would help uphold center city property values and benefit hotels and department stores. And further, the center would not compete with the Academy of Music and Convention Center but would complement and supplement their services and provide much-needed convention facilities in center city.¹⁸

Concurrent with Mr. Levy's proposal, Mr. Phil Harris, president of S. Klein, announced that the New York chain store was negotiating for a 25-year lease on the property.¹⁹

The Comprehensive Plan and the Center City Redevelopment Area Plan specify "commercial center" land use for this site. Institutional

¹⁸Philadelphia Inquirer, February 19, 1963, pp. 1 and 6.

¹⁹Loc. cit.

land use is specified in these plans along the Benjamin Franklin Parkway west of City Hall in the area of Logan Circle.²⁰ The Art Museum, Library, Municipal Court, and Franklin Institute are in this area.

It would appear that the siting of the proposed Concert Hall and Coliseum in the area of Logan Circle and the continued commercial use of the Snellenburg store would best fit the Comprehensive Plan. On the other hand, a new Concert Hall might brighten the commercial core. The outcome of this proposal should prove most interesting.

Analysis of the above examples, of both broad areas and specific proposals, cannot be completed at this time since they are as yet in the formative stage. However, each example was chosen for discussion because of the high probability of change in each case. The broad areas of urban renewal, transportation and zoning have been presented because their characteristics are such that minor changes in policy will cause far-reaching changes in various elements of the Comprehensive Plan and the evolving structure of the city. The specific cases--harness track, air rights, Preston Retreat, and the proposed concert hall and coliseum--are cases where changes to the Plan are virtually assured and for our purposes may be anticipated.

The examples presented in this chapter are illustrative only, and by no means exhaust the areas or types of projects and proposals that could produce changes in the Comprehensive Plan. Changes can

²⁰See Figure 36.

also be anticipated with improved means of data collection and interpretation; growth in mechanization, automation and technology; changes in national, regional and local financial status and economic practices, to mention but a few.

These catalysts to change cannot be predicted with any certainty, and therefore a Plan produced in other than an autocratic society, and not enacted into law, must be subject to rather frequent change. This negates neither the value nor the purpose of the Plan. Quite to the contrary, change in the Plan is a necessity to give it validity and currency, and to maintain its status as a guide for action. Modification and refinement of the Comprehensive Plan are not, therefore, to be precluded but, rather, to be prudently considered and anticipated. Within this framework, the Comprehensive Plan becomes neither an opportunistic nor autocratic document, but an instrument by which the community articulates its goals and guides its development.

PART IV

CONCLUSIONS AND IMPLICATIONS

Chapter 17

CONCLUSIONS AND IMPLICATIONS

We have approached the study of city planning in Philadelphia by examining the formulation and application of the Comprehensive Plan. Comparing the plan to a preconceived model is more an academic than a practical question. Important to both academic and professional interests are the practical questions of (1) how the comprehensive plan fits into the Philadelphia system, and (2) what can be learned from the actual tests to which the plan is subjected.

By studying organizations for planning and the comprehensive plan, then individual projects as compared with the comprehensive plan, it is possible to learn and understand the forces at work in formulating projects, in influencing city plans, and something of how one can act to ensure the best compromise for the benefit of the city. It is clear that compromise in many of these situations will always be necessary, since all sorts of negotiations, compromises and adjustments are necessary in the course of bringing satisfactory coherence to the interrelated activities of various interacting parties.

The following discussion presents generalizations on certain aspects of this study.

Conclusions

City planning has evolved as a responsibility of city government. However, adequate enabling legislation by federal, state, and city governments is a prerequisite to the planning process if it is

to be other than perfunctory. Care must be used in drafting this legislation to provide a broad mandate for action and yet be specific in the areas to be included; it must not limit the horizons of the planners or the alternatives and methods of implementation. The problem of government is to encourage the creation of a variety of facilities and environments so that the individual may have a wide range of choice. The government's task in planning is to help create the alternatives, and to guide public-private interactions.

In Philadelphia, the adoption of the Home Rule Charter was responsible for bringing a new form of government and a planning mandate which appears to be the most responsive type for a large metropolitan complex. This government is a "strong mayor" type, with the planning commission in a staff capacity as an independent body. This arrangement has the advantage of allowing the planning commission to concentrate on broad, long-range objectives, and planning unencumbered by city operational services which are performed by the line departments under the Mayor.

Essential liaison and communication between the line departments and the planning commission for the establishment of mutually compatible goals and objectives have been effectively obtained by placing the Managing Director, City Representative and Director of Commerce, and the Finance Director on the Board of the Planning Commission as ex-officio members. While the forward views of the ex-officio members may be of necessity somewhat shorter than those of the planners, they represent a certain stabilizing or rationalizing influence on goal establishment and the means of program implementation.

In addition, public participation has been the backbone of the successful planning accomplishments in Philadelphia. Citizen participation at each stage and every level of the planning process has been instrumental in translating plans into action and in placing Philadelphia in the forefront in city planning. Citizen participation is best characterized by its support of planning, providing an impetus for action and by influencing and controlling its direction.

An essential ingredient of the planning process is the preparation of the Comprehensive Plan. This level of city planning represents a gradual process of development, in which the public and governmental agencies become accustomed to the "long" view. Timing in terms of public conditioning and anticipation of a Comprehensive Plan is essential for its acceptance and effectiveness.

Formulation of a Comprehensive Plan should include: wide citizen participation in goal establishment and early plan preparation, detailed surveys and inventory of the city, data collection and interpretation, comparisons of assets and standards, and analysis of a wide range of proposals or alternates to best set forth implicit goals for development. The Comprehensive Plan should include:

Land Use Plan

Transportation or Route Plan

Utilities Plan

Public Reservation Plan

Site Plan for Public Buildings

Park and Recreation Plan

Pierhead and Bulkhead Plan

and may include a plan for zoning districts, a timetable for development, and a municipal investment program.

The Plan should not be enacted into law, but should be given official sanction as a "guide." This allows for flexibility while establishing the Plan as a framework of reference for development and investment.

Philadelphia's Comprehensive Plan is a plan for the city only and does little in the way of anticipating and planning in relationship to the region and megalopolis. It has many shortcomings, such as the lack of adequate provision for schools and other institutions, port development, utilities, and the reservation of land for public buildings and facilities. We have particularly noticed throughout our study the lack of consideration for institutional use and expansion.

While the Plan has no provision for utilities, the Transportation Plan (including streets, highways, parkways, rail facilities, etc.) can establish routes for utilities installation. The Transportation Plan, if closely followed, will fix the major structure of the city. Areas within the framework of this structure (blocks, neighborhoods, and districts) can then be refined and varied to provide flexibility and latitude in design detail without losing functional coherence. Further, the lack of detail in proposed land use invalidates neither the Plan as a broad basis of comparison nor the proposed balance and proportion of land use goals.

Philadelphia's future is planned as the dominant commercial center in the metropolitan region. Extensive studies were made of the

commercial aspects of the city, but there are strong indications that the Plan did not adequately provide for the commercial land needs. However, since commercial land use can generally outbid other land uses, the inadequate provision of commercial land will adjust itself by supply and demand. This inadequacy of the Plan can be refined as patterns of development or pressure for commercial expansion take form.

The Plan is partially based on anticipated continuous economic growth and development of industry and commerce to provide an expanded economic base for the city. This economic base, however, is eroding and in a serious condition, and there are few indications, as yet, of a reversal of this trend. If the economic trend continues in this direction, the goals of the Plan will have to be modified accordingly.

In spite of its shortcomings, the important aspects concern Plan execution. The goals of the Plan range beyond the traditional sphere of the physical planners and involve every level of city administration for their professional contribution to reach these goals. The Comprehensive Plan is only a part of the framework for city action under a comprehensive community planning program. Furthermore, projects to develop land do not necessarily have to conform to the Comprehensive Plan. With its broadly stated goals and its adoption by City Council as a "guide for action," the Plan is subject to interpretation by the Mayor, Council, Planning Commission, and undoubtedly the courts.

While the Comprehensive Plan is in large part predicated on desirable land use patterns as seen through the eyes of the planners and administrators, certain existing land use, though planned for a

different use, will resist change and cause a corresponding modification of the Plan. This has resulted both from an inadequate detail of study and from certain other factors that will depend upon the physical aspects of the site, location, capital investment, and relative economic and political position of the property owners or proponents.

The Plan shows neither mixed land use nor individual parcels and boundaries. The Zoning Ordinance contains this detail, and allows certain mixed land use that bears little relationship to the broad scope of the Comprehensive Plan. If Zoning is to be employed as an implementing tool, then the two plans must be made compatible, and to do this the Comprehensive Plan should be defined in further detail.

The Plan can be described as dynamic. Our observations, however, indicate that it is static until made the basis of comparison or a guide for action. Action is initiated not only by the City Administration through Redevelopment Plans, construction of expressways, parks, schools and other capital projects, but also by individuals, businesses and industrial firms, institutions, agencies, and others interested in a personal objective such as the sale, purchase, or development of a home, business, or enterprise. Thus, the requirements and opportunities in the total environment of the society cause actions to be initiated which may then be compared with the Comprehensive Plan or other City Plan. It is therefore essential that the Plan be a guide not just for the Administration and Planning Commission, but also for the individual citizen, institution, industry, and prospective citizens and buyers of property.

Neither the Comprehensive Plan nor its guardians and proponents is entirely free to implement the Plan. The rights of the individual and the "due process of law" are limiting factors of plan implementation and are essential to the preservation of the checks and balance of our society that must not be lost in enthusiasm for a plan.

Broadly speaking, there has been widespread acceptance and support of the Comprehensive Plan. Philadelphia's Mayors (Clark, Dilworth, and Tate) have been proponents of comprehensive planning and have strongly supported the Comprehensive Plan since its initial stages of development. Further, these executives have been instrumental in giving impetus to various aspects of the Plan and city development; Clark, mainly in welfare and housing; Dilworth in transportation; and Tate in transportation and Center City development. City Council has also consistently supported the Plan and the programs and projects for redevelopment in implementing plan objectives.

Various groups such as the Philadelphia Industrial Development Corporation, Philadelphia Redevelopment Authority, Philadelphia Housing Association, Urban Renewal Agency, Greater Philadelphia Movement, Old Philadelphia Development Corporation, and others are important forces in inducing development in Philadelphia. While not always in strict conformance to the Plan, their actions appear consistent with the implicit goals of the plan to improve the economic base and the face and fabric of the city.

Many individuals in various positions have played important roles in implementing the Plan, but one individual who seems to have been most important in stimulating and inducing action is the ubiquitous

Development Coordinator. Mr. William F. Rafsky, as Development Coordinator (acting as the Mayor's representative) and as Director of the Redevelopment Authority, has proven to be an effective and dynamic force in attaining the city's goals and Plan implementation.

The Comprehensive Plan would be better termed a second approximation of the land-use goals of Philadelphia. It is presently undergoing testing, together with studies and refinements that at some future date will provide a closer approximation of city needs and desires. To provide this closer approximation, a finer detail of study is required such as that obtained in Redevelopment Area Plans. District Plans now being prepared should facilitate this refinement.

While the Comprehensive Plan lacks detail and refinement, its publication in terms of broad objectives and goals seems a logical step in the planning process. If the plan were delayed until all detail could be refined, it might never have been published. Further, this early venture gives the Planning Commission an opportunity to test the broad objectives before becoming too specific in plan detail, meanwhile providing a broad guide for development and capital expenditures that would otherwise be lacking, and giving rise to greater opportunistic manipulation.

On the whole, the planning accomplishments of Philadelphia to date are commendable provided the process is continued to its logical refinement and the Planning Commission does not lose sight of the Comprehensive Plan in enthusiasm for "projectitis."

Implications

The Philadelphia experience and associated developments and actions warrant certain generalized anticipations of future trends. While these may not have been specifically developed in our review and analysis, we foresee a number of changes on the horizon.

The environment of today's society is becoming increasingly complex. Actions on every quarter carry far-reaching ramifications into every sphere of activity. As a result, the horizons of individuals, groups, and governments have, of necessity, been broadened and the necessity for planning has become more generally realized and accepted. However, little has been done in broad-based, long-range planning for our megalopolitan growth except in the central cities. The efforts of these centers are often frustrated, if not thwarted, by a lack of planning and coordination at the national and state levels and in adjoining political subdivisions. As the cities fight decay and an eroding economy, the nation is becoming increasingly concerned with unemployment, housing, and transportation, while the suburbs have their problems of growing taxes, inadequate schools, and utilities, to mention but a few.

Philadelphia's attempts to cope with these problems indicate a need for increased federal and state planning and especially for coordination in broad areas of natural resources, transportation, and economy. This is particularly true in relation to the establishment of national policies and goals and the necessity of refined, while expeditious, coordination rather than increased subsidy. It is anticipated that increased federal and state participation toward

these ends will be forthcoming.

Philadelphia has had a number of governmental changes throughout its history to better provide for and represent the populace of the area. The relatively small "Greene Towne" gradually grew to encompass all of Philadelphia County. While surrounding political subdivisions continue to strive for local representation, they can neither ignore their interrelationship with the City nor evade the pressing requirements for improved facilities to serve their residents. This situation may well bring about a new form of "metropolitan" government (similar to Toronto's Metropolitan Government) where political subdivisions retain their individual identity and local governments for local problems, but where all are represented in a central-body politic for the control, coordination, and effectuation of metropolitan programs and capital improvements in such areas as transportation, utilities, recreation, and area resources. Major changes in Philadelphia's governments have occurred on about a 30-year cycle. If this phenomenon should continue, we might expect the next major change, about 1980, to be the establishment of a metropolitan government.

Along with this broader metropolitan government will come an enlarged sphere of local authority for program implementation. While Philadelphia is limited in its actions in the public interest, such as eminent domain, the state has broadened these powers through the Redevelopment Authority authorized by the State and established by the City. It is considered that as the Philadelphia metropolitan area grows, the State will grant greater authority for local program implementation.

In addition to these changes, we see an increasing importance in coordination between local programs and the federal and state agencies. The Community Renewal Program Committee recently created in Philadelphia appears to be a forerunner of agencies that will be established to effect closer coordination and liaison.

The requirement for further detail in local plans and for the addition of greater amounts and readily available sources of information and data is already evident. This refinement of plans and requirement for detailed data collection and correlation will necessitate not only greater staffing for the Planning Commission, but also an enlarged sphere of influence on the part of the planners. In this respect, the amounts of data to be collected, analyzed, and correlated in a city the size of Philadelphia becomes virtually a physical impossibility regardless of the size of the organization or the staffing available; the storage problem alone is almost insurmountable. Yet if there is to be "comprehensiveness" in the city's comprehensive planning, complete inventory and survey data must be available. The application of modern machine accounting (as in the Penn-Jersey Study) for the storage, assimilation, and analysis of these data appears to be the next logical step. This would not only make available complete and timely information for decisions, but also free the planners from many laborious and time-consuming sub-professional tasks to concentrate on less tangible surveys, to form and better present more thoroughly considered alternatives for proposed action, and to further refine comprehensive plans. Machine technology could also be employed to evaluate various proposals and perhaps to indicate means of maximizing

or minimizing various ramifications of given proposals and/or alternates.

While current city plans provide for a large industrial complex in its economic base, we feel that, as the region grows, ecological changes will bring about a reduction of the industrial importance of the city, there will be increased decentralization of industry, and the city's economic base will be in commercial, business office, and services enterprises. Change in the economic base may also bring about a redistribution in the residence patterns of the white and non-whites. While the current trend is for an exodus of the white populace away from the city and for migration of non-whites into the city, this trend may be reversed, or at least better balanced, if the economic base changes as anticipated.

These implications of future developments are not necessarily offered as predictions, but more in the nature of possibilities.

"The basic function of city planning is to prepare a general plan [Comprehensive Plan] for the future development of the community and then to take the proper steps to bring this plan to realization."¹ The question is: What "proper steps" are to be taken? In the municipal case we have been discussing, there is no single formula, but a composite of a variety of processes with a variety of participants. The Comprehensive Plan provides a frame of reference and some formal checks on the reliance placed on administrative experience and on

¹McLean, Mary (Editor), Local Planning Administration (3rd Edition, Chicago: The International City Managers' Association, 1959), p. 9.

opportunistic and speculative development, thereby providing a rational context for the private-public interactions of development.

Observers are unlikely to agree upon a single standard to be applied in judging the comprehensive planning process or its outcome. We certainly have no single standard in mind, but through analysis of the plan to specific projects, we do conclude that the process we have studied seems to balance a number of activities and ends in a broadly satisfactory fashion.

APPENDIX A

Philadelphia City Planning Commission

SECTIONS OF THE PHILADELPHIA HOME RULE CHARTER
PERTAINING TO THE PHILADELPHIA CITY PLANNING COMMISSION

The following sections of the Philadelphia Home Rule Charter pertain to the Philadelphia City Planning Commission.*

ORGANIZATIONCreation:

Section 3-100. Executive and Administration Officers, Departments, Boards, Commissions and Agencies Designated. (Pp. 23, 24).

(e) The following independent boards and commissions.
are hereby created:

City Planning Commission.

Composition:

Section 3-800. City Planning Commission. (P. 39). The City Planning Commission shall be composed of six appointed members and the Managing Director, the Director of Finance and the City Representative. Of the appointed members, at least five shall be persons who hold no other public office, position or employment of profit.

POWERS AND DUTIESPreparation of the Capital Program and the Capital Budget:

Section 2-303. Capital Program and Capital Budget. (Pp. 16, 17).

(1) Prior to the passage of the annual operating budget ordinance, the Council shall adopt a capital program and a capital budget.

(2) The capital program shall embrace all physical public improvements and any preliminary studies and surveys relative thereto, the acquisition of property of a permanent nature, and the purchase of equipment for any public improvement when first erected or acquired that are to be financed in whole or in part from funds subject to control or appropriation by the Council. It shall show the capital expenditures which are planned for each of the six ensuing fiscal

*The page numbers refer to the Annotated Edition of the Philadelphia Home Rule Charter.

Section 2-303 (cont'd.)

years. For each separate purpose, project, facility, or other property there shall be shown the amount, if any, and the source of the money that has been spent, encumbered, or is intended to be spent or encumbered prior to the beginning of the ensuing fiscal year and also the amounts and the sources of the money that are intended to be spent during each of the ensuing six years.

The Council may delete projects from the capital program as submitted to it, but it shall not otherwise amend the capital program until it has requested through the Mayor the recommendations of the City Planning Commission. The Council shall not be bound by such recommendations and may act without them if they are not received within thirty days from the date they were requested.

(3) The capital budget ordinance shall show in detail the capital expenditures intended to be made or incurred in the ensuing fiscal year that are to be financed from the funds subject to control or appropriation by the Council, and shall be in full conformity with that part of the capital program applicable to the year which it covers. Amounts specified as intended to be spent out of new appropriations shall, upon enactment of the capital budget ordinance, constitute appropriations of such amounts.

The Council may amend the capital budget ordinance but no amendment shall be valid which does not conform to the capital program.

Section 4-101. Finances. (P. 50). The Mayor shall.

(d) At the same time that he submits to the Council the proposed operating budget for the ensuing fiscal year, also submit to the Council the recommended capital program and the recommended capital budget as received from the City Planning Commission to the extent approved by the Mayor.

Section 4-602. Capital Program and Budget. (P. 60). At least one hundred and twenty days before the end of the fiscal year, the City Planning Commission shall prepare and submit to the Mayor a recommended capital program for the six fiscal years next ensuing and a recommended capital budget for the ensuing fiscal year.

Section 6-105. Annual Operating Budget, Capital Program and Capital Budget. (Pp. 101, 102). The Director of Finance shall.

(d) Obtain annually from all officers, departments, boards and commissions and other agencies requesting funds from the City for capital improvements, such information as the City Planning Commission shall require to enable it to prepare the capital program and capital budget.

Preparation of Physical Development Plans, Zoning Ordinances, Maps, and Amendments, and Regulations Governing Street and Land Subdivision Plans:

Section 4-600. Physical Development Plan of the City. (P. 59).

The City Planning Commission shall prepare and adopt, from time to time modify, and have custody of a comprehensive plan of the City showing its present and planned physical development. The comprehensive plan shall be known as the Physical Development Plan of the City and shall show the general location, character and extent of streets, parks, recreation facilities, sites for public buildings and structures, pierhead and bulkhead lines, City and privately owned utility facilities, waterways, water conduits and such other features as will provide for the improvement of the City and its future growth and development and afford adequate facilities for the housing, transportation, distribution, health and welfare of its population. The Physical Development Plan may be prepared as a whole or in successive parts corresponding to major geographical sections of the City or to functional subdivisions of the subject matter of the plan, as the Commission shall determine. The Commission shall transmit the Physical Development Plan or any part and any modification thereof to the Mayor and to the Council.

Section 8-206. Effect of Physical Development Plan. (P. 140).

No public way, ground or open space, or building or structure paid for in whole or in part with funds from the City Treasury, or of a public utility for which a franchise is necessary from the City, shall be developed, improved or constructed unless recommendations of the City Planning Commission as to location and size pursuant to the Physical Development Plan shall have been first requested and obtained. If the Commission fails to make its recommendations within thirty days, its approval shall be presumed.

Section 4-601. Proposed Zoning Ordinances, Maps and Amendments (P. 60).

The City Planning Commission shall prepare proposed zoning ordinances, which may embody regulations and maps, and amendments thereto, and submit such proposed zoning ordinances and amendments thereto the Mayor for transmission to the Council.

Section 4-603. Streets and Land Subdivision. (P. 61).

The City Planning Commission shall prepare regulations governing the subdivision of land and submit them to the Mayor for transmission to the Council. The Commission shall approve or disapprove plans of streets and revisions of such plans, and land subdivision plans, except that if it fails to act within forty-five days, its approval may be presumed.

Section 4-604. Recommendations to Council. (P. 61)

The City Planning Commission shall make recommendations, to be transmitted to the Council through the Mayor, on all bills originating in the Council which shall in any manner affect any zoning ordinance, the Physical Development Plan of the City, or the capital program, or which would authorize the acquisition or sale of City real estate. Unless such recommendations are received by the Council within thirty days from the date any such bill shall have been introduced, the approval of the Commission shall be presumed.

Section 2-307. Legislation Affecting Zoning, Physical Development Plan, Land Subdivision, or Authorizing the Purchase or Sale of Real Estate. (P. 19).

The Council shall not enact any bill which shall in any manner affect any zoning ordinance, the Physical Development Plan of the City, plans of streets and revisions of such plans, and land subdivision plans or any bill which would authorize the acquisition or sale of City real estate without first receiving the recommendation thereon through the Mayor of the City Planning Commission. The approval of the Commission shall be presumed unless its recommendations are received within forty-five days from the introduction of any bill affecting plans of streets and revisions of such plans, and land subdivision plans, and within thirty days from the introduction of any other bill subject to this section. It shall be the duty of the chief clerk of the Council to submit any such bill to the City Planning Commission immediately upon its introduction.

APPENDIX B

DATA ON CHANGES TO THE COMPREHENSIVE PLAN
FROM THE
REPORT ON THE COMPREHENSIVE PLAN
MAY 1960 - JUNE 1961

TABLE 7*

CHANGES TO THE SUMMARY LAND USE PLAN OF THE COMPREHENSIVE PLAN
May 5, 1960 - June 29, 1961

Serial and Classified Item Numbers**	Changes and Location	Number of Acres	Comments
1.1 M1	Cemetery to Industry "I" Street and Atlantic St. (Bill #359, 6/7/60)	8.2	This is prime industrial land adjacent to rail service. It is no longer used or needed for cemetery use.
2.2 M2	Park to Residence Umbria St. and Hillside Ave. (West Umbria housing, 6/21/60)	12.4	This area is suitable for housing. Ample large park remains in the Plan for this vicinity.
3.3 Z1	Residence to Free Standing Commercial Park to Free Standing Commercial East of Woodhaven & Knights Rds. (Bill #593, 9/6/60)	267.4 29.6 <u>297.0</u>	This is a suitable open site for a harness track. Continuity of Poquessing Park will be maintained.
1.1 P1	Playground to Residence Residence to Playground Frontenac St. and Evarts St. (Bill #620, 10/4/60)	1.8 0.4 <u>2.2</u>	Although this playground is below standard size, it is the only site available to serve this neighborhood.
2.2 P2	Residence to Playground Chalfont Dr. & Deerpath Lane (Bill #765, 12/20/60)	4.2	Change of location of playground to site immediately adjacent to Plan location.
3.3 R1	Residence to Institution Girard Avenue and 16th St. (College Ave. Plan, 12/6/60)	8.4	Expansion of Saint Joseph's Preparatory School.

*Philadelphia City Planning Commission, Report on The Comprehensive Plan
May 1960 - June 1961, Table I.

**Items are classified by source and numbered consecutively within each group: P - Property Ordinance; R - Redevelopment Ordinance; S - Subdivision Map; Z - Zoning Ordinance; and M - Miscellaneous source. Serial numbers indicate the quarter in which action took place plus a consecutive number starting with 1 in each quarter.

Serial and Classified Item Numbers		Changes and Location	Number of Acres	Comments
2.4	R2	Residence to Institution Broad St. & Master St. (College Ave. Plan, 12/6/60)	2.2	Expansion of cultural facilities.
2.5	R3	Residence to Institution Race St. & 21st St. (Franklin Institute, 12/6/60).	1.8	Expansion of existing institution.
2.6	S1	Playground to Residence Parker Ave. & Silverwood St. (Plat SD #1174, 12/6/60)	8.0	This removes one playfield and one playground shown in Comprehensive Plan. Alternate sites are under study.
2.7	Z2	Residence to Industry Winghocking St. & Front St. (Bill #682, 11/15/60).	0.8	Expansion of existing industrial area. The ultimate boundary between industry and residence in this vicinity is being studied in further detail.
2.8	Z3	Residence to Free- Standing Commercial Philmont Ave. east of Bustleton Ave. (Bill #736, 11/29/60)	1.6	This is an extension of existing free standing use.
3.1	P3	Residence to Park Pastorius Park (Bill #942, 4/4/61)	0.5	Expansion of existing park.
3.2	R4	Free Standing Commercial to Residence Spring Garden St. & 8th St. (East Poplar Plan, 3/21/61)	1.4	This location is suitable for old-age housing. Ample free standing commercial remains in the vicinity.
3.3	Z4	Residence to Free Stand- ing Commercial Broad St. & Geary St. (Bill #775, 1/10/61)	8.3	Suitable location for commercial recreation. Local street pattern in vicinity has been adjusted to exclude aquarium traffic.
3.4	Z5	Park to Residence Pennsylvania Blvd. & 23rd St. (Bill #638, 1/24/61)	2.4	Pennsylvania Blvd. frontage suitable for high-rise residence. Continuity of river park will be maintained between residence and river.
3.5	Z6	Residence to Commercial Center Woodhaven Rd. & Bustleton Ave. (relocation of commercial center - Bill #719, 2/21/ 61 - see also Z7)	9.0	This change in location makes possible a larger commercial center in a better location.

Serial and Classified Item Numbers	Changes and Location	Number of Acres	Comments
3.6 Z7	Commercial Center to Residence. 6.3 Bustleton Ave. and Tomlinson Rd. (relocation, Bill #934, 3/21/61--see also Z6)	6.3	
3.7 Z8	Residence to Commercial Center Packer Ave. and 15th St. (Bill #840, 2/21/61)	3.7	This relocation of commercial center shown in Plan at Hart- ranft and 20th streets will serve same general area.
3.8 M3	Shopping Center to Residence Hartranft St. and 20th St. (Staff decision)	5.0	This commercial center is re- placed by the one at Packer Ave. and 15th St.
3.9 Z9	Institution to Residence Overbrook Ave. and City Ave. (apartment house, Bill #781, 2/21/61)	1.7	There is no demand for institu- tional expansion here.
3.10 Z10	Playground to Residence Stenton Ave. and Old York Rd. (apartments, Bill #877, 3/7/ 61)	6.5	Change is for portion of play- ground site shown on Plan. Re- mainder of site will be devel- oped as school and playground at standard size.
3.11 M4	Park to Industry Residence to Industry Umbria St. and Parker Ave. (Staff restudy; Executive Session 2/7/61).	50.6 11.2 61.8	Extends continuous industrial area from existing industry to Domino Lane incinerator. Re- maining park is adequate size.
4.1 R5	Residence to Commercial Center Girard Ave. and 63rd St. (Haddington Plan, 4/18/61)	1.2	Expansion of this commercial center will provide additional parking.
4.2 R6	Playground to Residence Girard Ave. and 62nd St. (Haddington Plan, 4/18/61)	5.5	This removes one playground shown in Plan. Alternate sites are under study.
4.3 R7	Residence to Park Girard Ave. and 62nd St. (Haddington Plan, 4/18/61)	2.5	Each of these is a small park and unsupervised adult recrea- tion area, they are not addi- tions to the playground system.
4.4 R8	Residence to Park Wyalusing Ave. and 54th St. (Haddington Plan, 4/18/61)	1.0	

Serial and Classified Item Numbers	Changes and Location	Number of Acres	Comments
4.5 R9	Park to Free Standing Commercial Island Ave. and (realigned) Eastwick Ave. (Eastwick Plan, 5/9/61)	4.0	Park was originally proposed as buffer to noisy industry. Free standing commercial will perform this function, and will bolster the importance of the Eastwick commercial center.
4.6 R10	Playground to Residence Grovers Ave. and 72nd St. (Eastwick Plan, 5/9/61)	7.5	Net loss of one playground. Replacement of this playground will be studied before final subdivision plan is prepared.
4.7 R11	Playground to Residence 68th St. and (realigned) Eastwick Ave. (Eastwick Plan, 5/9/61)	2.0	Site plan adjustment; sufficient area remains for playfield.
4.8 R12	Residence to Commercial Center Southern corner of Grovers Ave. and 70th St. (Eastwick Plan, 5/9/61)	6.0	Commercial Center location moved across 70th St. and replaced by playground. (see R13)
4.9 R13	Commercial Center to Institution Residence to Institution Eastern corner of Grovers Ave. and 70th St. (Eastwick Plan, 5/9/61)	8.0	This provides space for an elementary school which was planned previously at the location of the playground removed by action R10.
		1.0	
		9.0	
4.10 R14	Residence to Industry East of 70th St. and (re-aligned) Eastwick Ave. (Eastwick Plan, 5/9/61)	21.5	This change makes Eastwick Ave. the boundary between residence and industry.
4.11 M5	Industry to Park Fernhill Park (5/23/61)	24.0	This change in Plan recognizes the fact that construction of expressway has not diminished use of this part of park.
4.12 M6	Commercial Center to Residence Residence to Commercial Center Cottman Ave. and Roosevelt Blvd. (reduced size, 6/6/61)	14.0	This is an adjustment to existing new residence to north.
		6.0	
		20.0	

TABLE 8*

Annual Review--Estimated Land Use Changes Through Commission Action
(in acres)
April 1960 to July 1961

TO: FROM:	RESI- DENCE	COMMERCE Centers	Free- standing	RECREATION Play- grounds	Parks	INSTITU- TIONS	CEME- TERIES	INDUS- TRY	"TOTALS FROM"
RESIDENCE	x	25.9	277.3	4.6	4.0	13.4	-	22.3	347.5
		303.2		8.6					
COMMERCE									
Centers	25.3	x	-	-	-	8.0	-	-	33.3
Free standing	1.4	-	x	-	-	-	-	-	1.4
Total	26.7					8.0			34.7
RECREATION									
Playgrounds	31.3	-	-	x	-	-	-	-	31.3
Parks	14.8	-	33.6	-	x	-	-	50.6	99.0
	46.1		33.6					50.6	130.3
INSTITUTIONS	1.7	-	-	-	-	x	-	8.2	8.2
INDUSTRY	-	-	-	-	24.0	-	-	x	24.0
"TOTALS TO"	74.5	25.9	310.9	4.6	28.0	21.4	0.0	81.1	546.4
		336.8		32.6					
"Totals to"	74.5	25.9	310.9	4.6	28.0	21.4	0.0	81.1	546.4
		336.8		32.6					
"Totals from"	347.5	33.3	1.4	31.3	99.0	1.7	8.2	24.0	546.4
		34.7		130.3					
Net change (to - from)	-273.0	-7.4	309.5	-26.7	-71.0	19.7	-8.2	57.1	
		302.1		-97.7					

*Philadelphia City Planning Commission, Report on The Comprehensive Plan May 1960 - June 1961, Table 2.

TABLE 9*

REDEFINITIONS OF THE SUMMARY LAND USE PLAN OF THE
COMPREHENSIVE PLAN: May 5, 1960 - June 29, 1961

Revisions in Land Use Designation:

Classi- fied item no.**	Location and Size	Revision	Comment
L 1	Block bounded by Beaver St., 11th St., Terminal Ave. and Broad St.-Municipal Stadium, 63 acres.	Institution to Free Standing Commercial.	Because of their environmental effects (heavy traffic & parking demand, sales of food and novelties), large sports fields are more appropriately classified as commercial uses, whether operated for a profit or as part of City or institutional establishments.
L 2	34th St. and Curie Ave. - Convention Hall and Commercial Museum, 12 acres	Institution to Free Standing Commercial.	Same as L 1 above.
L 3	East corner of 33rd St. and South St., Franklin Field, 9.5 acres.	Institution to Free Standing Commercial.	Same as L 1 above.
L 4	Area bounded by Market, 34th, Chestnut and 36th Streets, 9.5 acres.	Staff recommends change from Commercial Center to Free Standing Commercial.	The proposal for the University City Research Tower to the north of Market cuts down the size of the proposed intermediate shopping center at this site. It is not a good location for a local shopping center.
L 5	Northeast corner of Girard Ave. and 62nd St., 4 acres.	Playground to Residence and Residence to Park.	The relocation of the playground will reduce the overlap of service areas.

*Philadelphia City Planning Commission, Report on The Comprehensive Plan May 1960 - June 1961, Table 3.

**Redefinitions are classified by kind and are numbered consecutively within each group for identification. L identifies Revisions in Land Use Designation, E identifies Errors in drafting and corrections to the Summary Land Use Plan of the Comprehensive Plan.

Classi- fied item no.	Location and Size	Revision	Comment
L 6	Block bounded by Somerset, 20th streets, Lehigh Ave. and 21st St. - Connie Mack Stadium, 6 acres.	Institution to Free Standing Commercial.	Same as L 1 above.
L 7	Block bounded by Cheltenham Ave., Vernon Rd., Greenwood St., Michener Ave., Mt. Pleasant Ave. and E. Sedgwick, Temple Stadium, 29 acres.	Institution to Free Standing Commercial.	Same as L 1 above.
L 8	In Northeast Airport Industrial Tract "D" - boundary between Park and Industry adjusted, no acreage change.	Park along stream is expanded slightly to the east; contiguous industrial area is expanded an equal amount.	This change was made in order to protect the wooded slope dividing park land from industry.

TABLE 10*

Errors in Drafting and Corrections to the Summary Land Use Plan

Classified item no.	Location	Correction	Comment
E 1	Penn Sq. & 15th St.	Arterials moved from Market to Penn Sq. South in the 1400 block; from Broad to 15th St. between Arch and Penn Sq. South.	These streets are to be eliminated in the expansion of City Hall Plaza to 15th St.
E 2	Block bounded by Geary St., 12th St., Pattison Ave., and Broad St., 31 acres.	Commercial Center to Free Standing Commercial.	Drafting error.
E 3	Northeast corner of Island Ave. and (re-aligned) Eastwick Ave., 4 acres.	Park symbol covers an area larger than that indicated as park on the Eastwick Proposed Land Use map dated 1956. Shape of area is revised to accord with the Feb. 1961 revision of the Eastwick Plan.	Drafting error.
E 4	Brown St., Lex St., Aspen St. and 45th St., 1.6 acres.	Residence to Institution.	The Martha Washington School and related playground has been expanded in redevelopment plan (Mill Creek) to extend from 44th to 45th between Brown and Aspen. The 1.2 acres of the original block becomes 2.8 with the elimination of Lex St.
E 5	Arch St. and Vogdes St., southeast corner, 1.3 acres.	Cemetery to Free Standing Commercial.	The northern half of Mikveh Israel Cemetery has long been unused and was sold several years ago. It is now used for lithographic printing.

*Philadelphia City Planning Commission,

Report on The Comprehensive Plan May 1960 - June 1961, from Table 3.

Classified item no.	Location	Correction	Comment
E 6	Market to Arch on west side of Vogdes, about 1.2 acres.	Symbol for Commercial Center should extend to rear property lines of lots on 56th St.	Drafting error.
E 7	17th, Master, Smedley and line 96' south of Master, 0.4 acres.	Playground to Residence	These two churches are to be retained in the renewal plan (College Ave.) and should not be shown as part of the proposed playground, now 3.4 acres.
E 8	South corner of Allegheny and Frankford, 2 acres.	Residence to Commercial Center.	Drafting error.
E 9	Huntingdon and Aramingo, 3 acres.	Free Standing Commercial to Commercial Center.	Drafting error.
E 10	Rhawn and Algon, southeast corner, 10 acres.	Free Standing Commercial to Commercial Center.	Drafting error.
E 11	Byberry Road and Academy Rd., 5 acres.	Free Standing Commercial to Commercial Center.	Drafting error.
E 12	Welsh Rd. and Mower St., northeast corner, 1.5 acres.	Playground proposal should be smaller than shown.	Drafting error.
E 13	Red Lion and Norcom.	Revision of street alignment and change of area between the old and new alignments from Industry to Transportation.	Red Lion formerly extended in both directions from the intersection with Norcom; with the elimination of the section of Red Lion across the airport, the intersection has been redesigned.
E 14	Lower Roxborough Filters, N.W. corner Dearnley and Eva St., 5 acres.	Utility to Park. Western boundary of utility should be moved from present location on Culp St. to Manti St.	This and following four items are corrections based on a more careful study of City-owned land under the jurisdiction of the Water Department.

Classi- fied item no.	Location	Correction	Comment
E 15	Queen Lane Reservoir & Filters, Queen Lane and Fox Ave., 7 acres.	Utility to Industry (eastern boundary should curve inward instead of outward).	See E 14 above.
E 16	S. side Indiana between 28th and 29th, 3 acres.	Utility to Institution. (Roman Catholic High School Athletic Field).	See E 14 above.
E 17	Block bounded by 6th, Lehigh, Fairhill, and Somerset, 1.8 acres.	Utility to Residence. (Not part of Fairhill Reservoir and Pump Station.)	See E 14 above.
E 18	Block of Castor, Hunting Park, O Street, and Bristol, 6 acres.	Residence to Utility. (Location of Lycoming Grit Chamber)	See E 14 above.

APPENDIX C

DATA ON CHANGES TO THE COMPREHENSIVE PLAN
FROM THE
REPORT ON THE COMPREHENSIVE PLAN
JULY 1961 - JUNE 1962

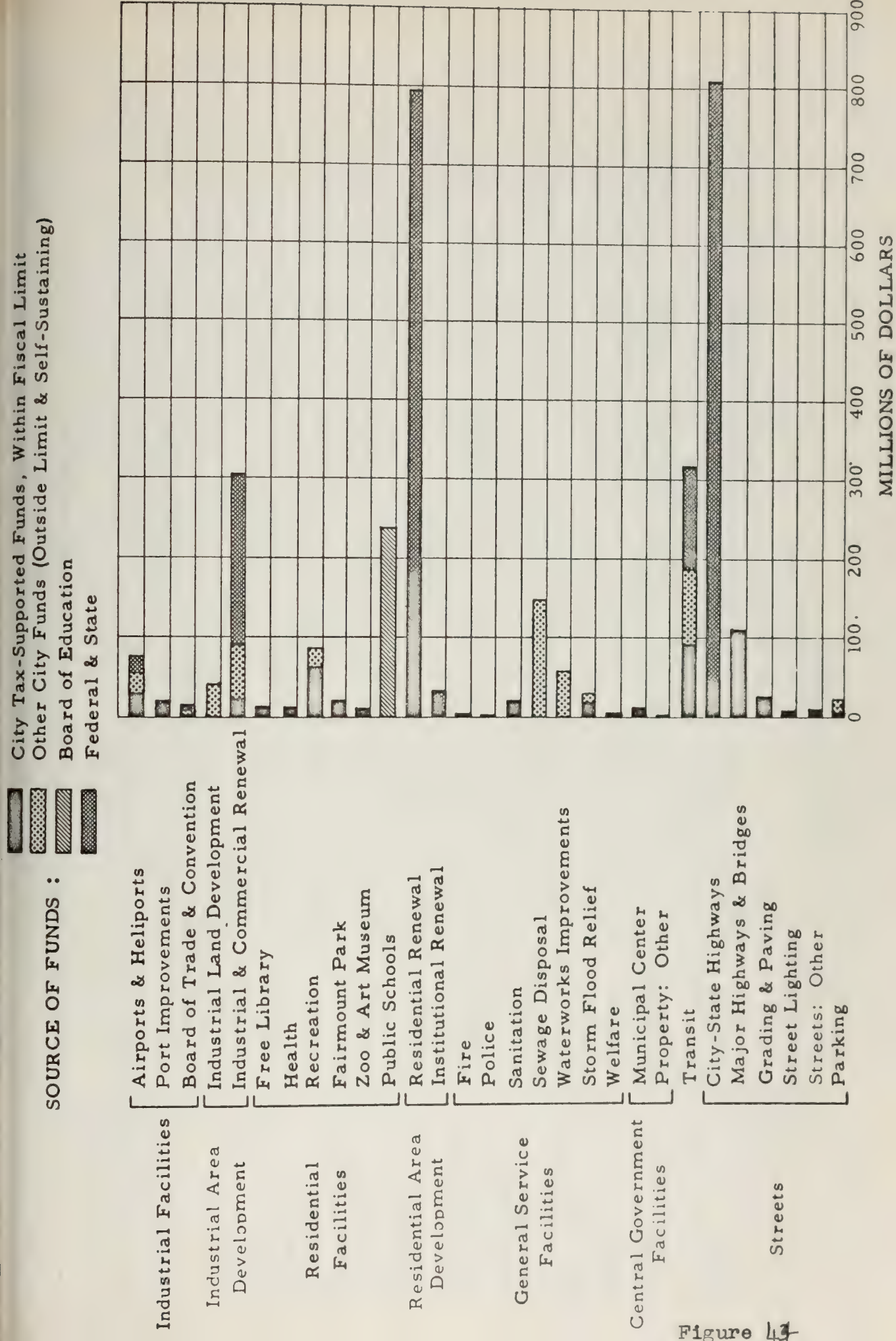


Figure 44

Table 11.

CAPITAL COST OF THE COMPREHENSIVE PLAN, 1963 TO COMPLETION
(thousands of dollars)

	CITY			BOARD OF EDUCATION	STATE	FEDERAL	TOTAL
	Tax-supported		Self-sustaining				
	Within limit	Outside limit					
INDUSTRIAL FACILITIES	45,621	6,484	24,650	-	14,484	18,528	109,767
INDUSTRIAL AREA DEVELOPMENT	22,273	66,869	48,700	-	8,659	205,793	352,294
RESIDENTIAL FACILITIES	124,242	22,700	-	249,000	-	710	387,652
RESIDENTIAL AREA DEVELOPMENT	188,708	-	-	-	18,341	619,955	827,004
GENERAL SERVICE FACILITIES	50,240	-	222,982	-	-	-	273,222
CENTRAL GOVERNMENT FACILITIES	14,910	-	-	-	-	-	14,910
TRANSIT	92,851	-	93,354	-	-	130,577	316,782
STREETS	210,847	-	15,800	-	232,949	531,397	990,993
TOTAL	749,692	96,053	405,486	240,000	274,433	1,506,960	3,272,624

Source: Philadelphia City Planning Commission,
Report on the Comprehensive Plan,
July 1961-June 1962, Table 1.

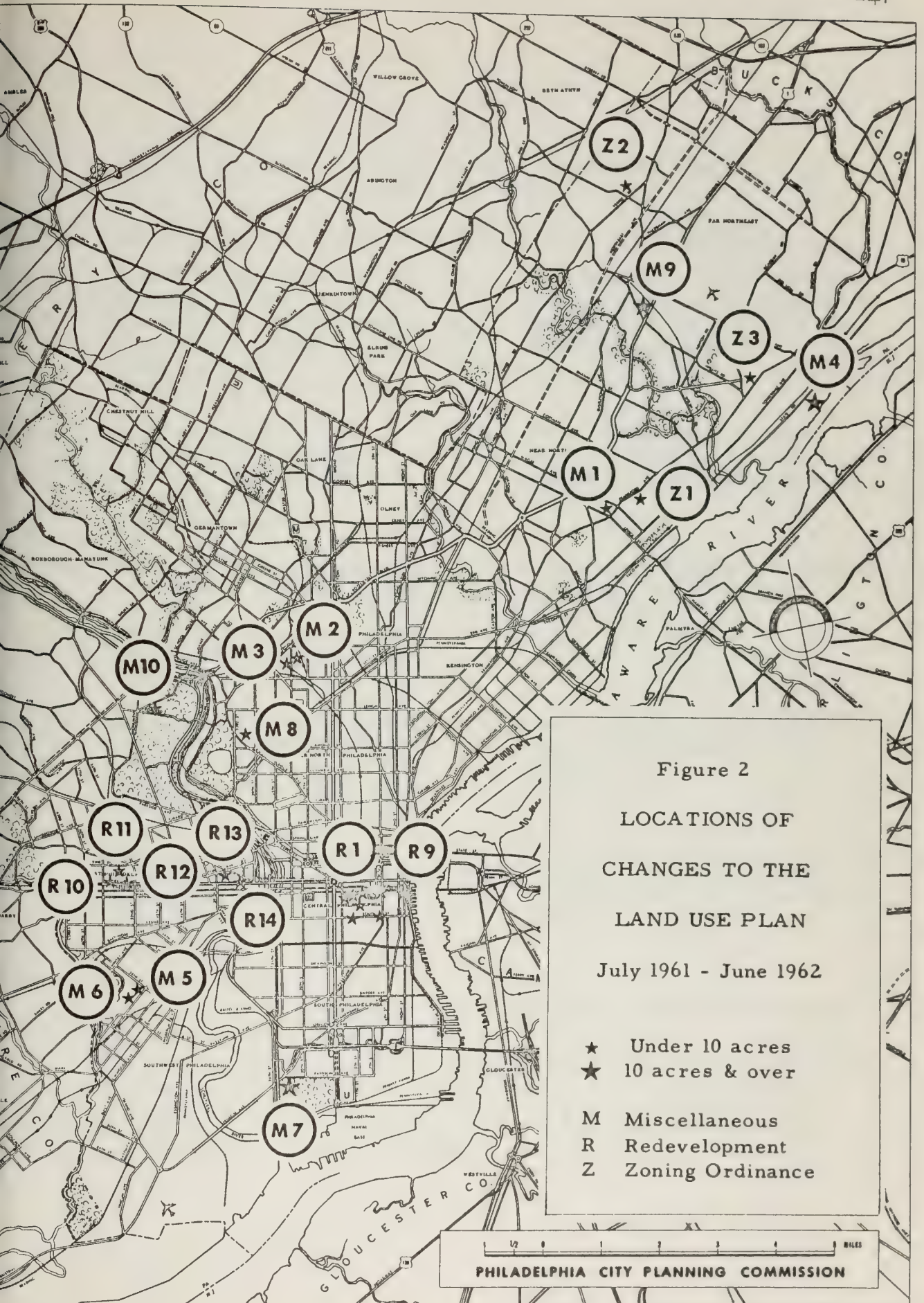


Figure 45

TABLE 12*

CHANGES TO THE LAND USE PLAN OF THE COMPREHENSIVE PLAN,
July 1961 - June 1962

Number**	Change, Location and Source	Acreage	Comments
1.1 Z1	Free-standing Commercial to Shopping Center, Residence to Shopping Center, SE corner of Frankford Ave. and Knorr St. (Zoning Bill #1282, 8/4/61).	2.0 2.6 <u>4.6</u>	This shopping center replaces the one proposed by the Comprehensive Plan at Frankford and Magee Avenues (see M1)..
1.2 M1	Shopping Center to Free Standing Commercial, SW corner of Frankford and Magee Avenues (Staff recommendation)	5.0	Staff recommendation consequent to Commission approval of Zoning Bill #1282 (see Z1).
1.3 R1	Residence to Shopping Center, SW corner of 12th and Locust streets (Washington Sq. Redevelopment Area Plan amended Aug. 1961, 9/22/61).	4.0	Conformance to existing commercial use (Central Business District).
1.4 R2	Residence to Shopping Center, NE corner of 12th and Locust streets (Washington Sq. Plan, 9/22/61).	3.8	Conformance to existing commercial use (Central Business District).
1.5 R3	Residence to Institution, Area bounded by Sansom, 10th, Irving and 11th streets (Washington Sq. Plan, 9/22/61).	8.0	Conformance to existing institutional use (Jefferson Medical College and Hospital) and provision for expansion.

*Philadelphia City Planning Commission, Report on The Comprehensive Plan July 1961 - June 1962, Table 2.

**The serial number (1.1, 1.2, etc.) indicates the quarter in which the action was taken and the consecutive order of the actions in the quarter. The classification number (Z1, M1, etc.) indicates the source of change and the consecutive order within each kind of change: R - Redevelopment ordinance, S - Subdivision plot, Z - Zoning ordinance, M - Miscellaneous source.

Number	Change, Location and Source	Acreage	Comments
1.6 R4	Playground to Park, Playground to Residence, Northeast corner of 11th and South streets (Washington Square Plan, 9/22/61)	2.0 <u>1.0</u> 3.0	This action and action R7 represent an exchange in location of neighborhood facilities proposed in the Comprehensive Plan.
1.7 R5	Residence to Shopping Center, Irregular area south of Walnut St., between Washington Sq. and 10th St. (Washington Square Plan, 9/22/61)	7.6	Conformance with existing commercial use (Central Business District); additional parking in garages is provided.
1.8 R6	Residence to Institution, NE corner of 8th & Pine Sts. (Washington Square Plan, 9/22/61)	3.8	Conformance to existing institutional use (Pennsylvania Hospital) and provision for expansion.
1.9= R7	Park to Playground, Residence to Playground, NE corner of 7th and South streets (Washington Square Plan, 9/22/61)	2.0 <u>1.0</u> 3.0	This action and action R4 represent an exchange in location of neighborhood facilities proposed in the Comprehensive Plan. The location of the playground at this site provides better service for the area.
1.10 R8	Residence to Shopping Center, Irregular area south of Walnut St. between Third and Sixth Streets (Washington Square Plan, 9/22/61)	8.6	Conformance to existing commercial use (Central Business District); additional parking in garages is provided.
1.11 R9	Residence to Free Standing Commercial Irregular area south of Walnut St., between Front and Third streets (Washington Square Plan, 9/22/61)	4.4	Commercial use oriented to the tourist; extension of the Central Business District.
2.1 Z2	Residence to Shopping Center, NW corner of Verree and Red Lion Roads (Zoning Bill #1307, 10/6/61)	3.0	The addition of this shopping center changes the pattern of commercial facilities for a 3-mile radius and requires that their distribution be restudied.

		Change, Location and Source	Acreage	Comments
2.2	Z3	Residence to Shopping Center NW corner of Frankford and Arendel Avenues (Zoning Bill #1520, 12/15/61)	1.0	This change extends the shopping center proposed in the Comprehen- sive Plan at the NW corner of Frankford and Linden Avenues.
3.1	M2	Residence to Playground, NW corner of 20th and Tioga Sts. (Approval of proposal for ac- quisition, 2/16/62).	2.4	The proposed purchase of proper- ty (1 acre) at this location for playground purposes and the later acquisition of the rest of the block carries out the intent of the Comprehensive Plan, which proposes a playground at 22nd & Tioga Sts. (see M3).
3.2	M3	Playground to Residence, SW corner of 22nd and Tioga Sts. (Staff recommendation, 2/16/62)	2.0	The playground facility indicated in the Comprehensive Plan at this location will be provided by the acquisition of the block at 20th and Tioga Sts. This block should therefore remain in residential use (see M2).
3.3	R10	Shopping Center to Industry, NW corner of Market and Vogdes Sts. (Haddington Redevelopment Area Plan, 3/16/62)	3.3	More detailed study of this area indicates that this block is better suited to industrial than commercial development.
3.4	R11	Free-standing Commercial to Cemetery, NE corner of Market and Vogdes Sts. (Haddington Plan, 3/16/62)	1.6	Recognition of existing use.
3.5	R12	Free-standing Commercial to Industry SE corner of Arch and Vogdes Sts. (Haddington Plan, 3/16/62).	1.3	Recognition of existing use.
3.6	M4	Industry to Park, Area bounded by State Rd., Filter St., Milnor St. and Fishers Lane (Amendment to the Comprehen- sive Plan, 3/16/62).	91.8	A recent change in policy desig- nates this area for Park use.

Number	Change, Location and Source	Acreage	Comments
3.7 M5	Institution to Playground, SW corner of 58th St. and Kingsessing Ave. (City Property Ordinance #1614, 3/16/62)	5.0	This change and the one below re- flect the purchase of the entire Presbyterian Orphanage property for playground purposes. The Comprehensive Plan proposed only the southwestern part and resi- dential properties southwest of it for the playground (see M6).
3.8 M6	Playground to Residence, NW corner of 60th St. and Kingsessing Ave. (Staff recommendation, 3/16/ 62).	2.8	This residential block will not be needed for playground because of the purchase of Presbyterian Orphanage (see M5).
4.1 RL3	Shopping Center to Free Standing Commercial Area NW of Market and 34th streets (University City Unit #3 Re- development Area Plan 5/18/ 62).	9.4	This area is proposed for re- search, a free-standing commer- cial use, in the Redevelopment Area Plan.
4.2 RL4	Residence to Playground, Institution to Playground, Playground to Institution, Playground to Residence, Area SE of 38th St. and Powelton Ave. (Univ. City Unit #3 Plan, 5/18/62).	2.6 1.3 1.0 1.6 <u>6.5</u>	The site of the playground pro- posed adjacent to the Drew- Kendrick School is relocated by this action, in accordance with the Redevelopment Area Plan.
M7	Park to Residence, Area SE of Penrose and Patti- son Avenues, in F. D. Roosevelt Park (City Property Ordinance #1607, 3/2/62)	11.7	This park land has been acquired for residence in exchange for land already shown as Park in the Comprehensive Plan.
M8	Transportation and Utilities to Institution, NW corner 31st St. and Susque- hanna Ave. (Staff recommendation).	4.4	This site has been acquired by the School Board for the con- struction of a school.
M9	Industry to Residence, Area NE of Blue Grass and Welsh Roads (Staff recommendation)	13.5	Conformance with actual devel- opment.
ML0	Residence to Institution, Area SW of Conshohocken Ave. and Cranston Rd. (Staff recommendation).	9.7	Conformance with actual devel- opment (Salvation Army Children's Home).

TABLE 13*

NUMBERS OF CHANGES IN THE LAND USE PLAN OF THE COMPREHENSIVE PLAN
JULY 1961 - JUNE 1962

FROM:	RESI- DENCE	COMMERCE Centers	Free- stand- ing	RECREATION Play- grounds	Parks	INSTI- TUTIONS	CEME- TERIES	INDUS- TRY	TRANS- PORTA- TION & UTILI- TIES	TOTAL "FROM"
RESIDENCE	x	7	1	3	-	3	-	-	-	14
		8								
COMMERCE										
Centers	-	x	2	-	-	-	-	1	-	3
Free Standing	-	1	x	-	-	-	1	1	-	3
Total								2		6
RECREATION										
Playgrounds	4	-	-	x	1	1	-	-	-	6
Parks	1	-	-	1	x	-	-	-	-	2
Total	5									8
INSTITUTIONS	-	-	-	2	-	x	-	-	-	2
CEMETERIES	-	-	-	-	-	-	x	-	-	0
INDUSTRY	1	-	-	-	1	-	-	x	-	2
TRANSPORTA- TION & UTILITIES	-	-	-	-	-	1	-	-	x	1
TOTAL "TO"	6	8	3	6	2	5	1	2	0	33
		11		8						

*Philadelphia City Planning Commission, Report on The Comprehensive Plan
July 1961 - June 1962, Table 3.

TABLE 14*

NUMBERS OF ACRES CHANGES IN THE LAND USE PLAN OF THE COMPREHENSIVE PLAN
JULY 1961 - JUNE 1962

TO:	RESI- DENCE	COMMERCE	RECREATION	INSTI- TUTIONS	CEME- TERIES	INDUS- TRY	TRANS- PORTA- TION & UTILI- TIES	TOTAL "FROM"
FROM:		Free- Gen- stand- ters ing grounds Parks						
RESIDENCE	x	30.6 4.4 35.0	6.0 -	21.5	-	-	-	62.5
COMMERCE								
Centers	-	x 14.4	- -	-	-	3.3	-	17.7
Free Standing	-	2.0 x	- -	-	1.6	1.3	-	4.9
Total						4.6		22.6
RECREATION								
Playgrounds	7.4	- -	x 2.0	1.0	-	-	-	10.4
Parks	11.7	- -	2.0 x	-	-	-	-	13.7
Total	19.1							24.1
INSTITUTIONS	-	- -	6.3 -	x	-	-	-	6.3
CEMETERIES	-	- -	- -	-	x	-	-	0
INDUSTRY	13.5	- -	- 91.8	-	-	x	-	105.3
TRANSPORTA- TION AND UTILITIES	-	- -	- -	4.4	-	-	x	4.4
TOTAL "TO"	32.6	32.6 18.8 51.4	14.3 93.8 108.1	26.9	1.6	4.6	0	225.2
TOTAL "TO"	32.6	32.6 18.8 51.4	14.3 93.8 108.1	26.9	1.6	4.6	0	225.2
TOTAL "FROM"	62.5	17.7 4.9 22.6	10.4 13.7 24.1	6.3	0	105.3	4.4	225.2
NET CHANGE	-29.9	+14.9 +13.9 +28.8	+3.9 +80.1 +84.0	+20.6	+1.6	-100.7	-4.4	

*Philadelphia City Planning Commission, Report on The Comprehensive Plan July 1961 - June 1962, Table 4.

TABLE 15*

CORRECTIONS TO THE LAND USE PLAN
OF THE COMPREHENSIVE PLAN
JULY 1961 to JUNE 1962

<u>Number</u>	<u>Location</u>	<u>Correction</u>	<u>Acreage</u>
E 1	Girard Ave. & 62nd St.	Playground to Park	2.5
E 2	Wyalusing Ave. & 54th St.	Playground to Residence	1.0
E 3	Skye Drive and Graykyn Lane	Park to Playground	3.6

*Philadelphia City Planning Commission, Report on The Comprehensive Plan July 1961 - June 1962, Table 5.

TABLE 16*

NUMBERS OF CHANGES IN THE LAND USE PLAN OF THE COMPREHENSIVE PLAN
MAY 1960 - JUNE 1962

TO:	RESI- DENCE	COMMERCE		RECREATION		INSTI- TUTIONS	CEME- TERIES	INDUS- TRY	TRANS- PORTA- TION & UTILI- TIES	TOTAL "FROM"
FROM:		Free- Cen- ters	stand- ing	Play- grounds	Parks					
RESIDENCE	x	<u>12</u>	<u>4</u>	<u>5</u>	<u>4</u>	8	-	3	1	37
		16		9						
<u>COMMERCE</u>										
Centers	3	x	3	-	-	1	-	1	-	8
Free Standing	<u>1</u>	1	x	-	-	-	1	<u>1</u>	-	<u>4</u>
Total		4						2		12
<u>RECREATION</u>										
Playgrounds	12	-	-	x	1	1	-	-	-	14
Parks	<u>3</u>	-	3	1	x	-	-	1	-	<u>8</u>
Total		15								22
INSTITUTIONS	1	-	-	2	-	x	-	-	-	3
CEMETERIES	-	-	1	-	-	-	x	1	-	3
INDUSTRY	1	-	-	-	2	-	-	x	-	3
TRANSPORTATION & UTILITIES	1	-	-	-	1	2	-	1	x	5
TOTAL "TO"	22	<u>13</u>	<u>11</u>	<u>8</u>	<u>8</u>	12	1	8	1	84
		24		16						

*Philadelphia City Planning Commission, Report on The Comprehensive Plan July 1961 - June 1962, Table 6.

TABLE 17*

NUMBERS OF ACRES CHANGED IN THE LAND USE PLAN OF THE COMPREHENSIVE PLAN
MAY 1960 - JUNE 1962

	RESI-	COMMERCE	RECREATION	INSTI-	CEME-	INDUS-	TRANS-	TOTAL		
TO:	DENCE	Free-	Play-	TUTIONS	TERIES	TRY	PORTA-	"FROM"		
		Gen-	ground-				TION &			
FROM:		ters	ing	Parks			UTILI-			
							TIES			
RESIDENCE	x	56.5	281.7	10.6	6.0	36.5	-	22.3	6.0	419.6
			338.2		16.6					
COMMERCE										
Centers	25.3	x	23.9	-	-	8.0	-	3.3	-	60.5
Free Standing	1.4	2.0	x	-	-	-	1.6	1.3	-	6.3
Total	26.7							4.6		66.8
RECREATION										
Playgrounds	41.1	-	-	x	2.0	1.0	-	-	-	44.1
Parks	26.5	-	37.6	2.0	x	-	-	50.6	-	116.7
Total	67.6									160.8
INSTITUTIONS	1.7	-	-	6.3	-	x	-	-	-	8.0
CEMETERIES	-	-	1.3	-	-	-	x	8.2	-	9.5
INDUSTRY	13.5	-	-	-	115.8	-	-	x	-	129.3
TRANSPORTA-										
TION AND										
UTILITIES	1.8	-	-	-	5.0	7.4	-	7.0	x	21.2
TOTAL "TO"	111.3	58.5	344.5	18.9	128.8	52.9	1.6	92.7	6.0	815.2
			403.0		147.7					
TOTAL "TO"	111.3	58.5	344.5	18.9	128.8	52.9	1.6	92.7	6.0	815.2
			403.0		147.7					
TOTAL "FROM"	419.6	60.5	6.3	44.1	116.7	8.0	9.5	129.3	21.2	815.2
			66.8		160.8					
NET CHANGE	-308.3	-2.0	+338.2	-25.2	+12.1	+44.9	-7.9	-36.6	-15.2	
			+336.2		-13.1					

*Philadelphia City Planning Commission, Report on The Comprehensive Plan July 1961 - June 1962, Table 7.

TABLE 18*

COMMISSION ACTIONS IN SUPPORT OF THE COMPREHENSIVE PLAN
JULY 1961 - JUNE 1962

Action and Location	Acreage	Comments
Approval of Independence Mall Unit I Redevelopment Area Plan, area SW of 6th & Market Sts. (7/7/61)	4.3	Unit I of The Independence Mall Redevelopment Area is proposed for commercial use as shown in the Comprehensive Plan, except for .4 acre of institutional use for the Atwater Kent Museum.
Disapproval of proposed zoning change, Comly and Decatur Rds., Park to General Industrial (7/7/61)	6.5	The Comly Road frontage at this point is proposed for a park buffer between industrial and residential uses, in the Comprehensive Plan.
Disapproval reaffirmed in reconsideration of Zoning Bill #801, Roosevelt Boulevard and Byberry Rd., C-Residential and Limited Industrial to Shopping Center-2 (7/7/61)	17.5	The Plan proposes this area for Industry; shopping facilities are provided directly across Roosevelt Blvd.
Approval of proposed acquisition of property for an addition to Aramingo Playground, Moyer, Ritter and Harold Sts. (7/21/61)	.7	This addition to the Aramingo Playground is part of the area proposed to be added to the existing facility in the Comprehensive Plan.
Approval of Hartranft Redevelopment Area Plan, area northwest of 20th St. and Pattison Ave. (9/8/61).	71.2	As proposed in the Comprehensive Plan, the area north of Hartranft St. is proposed for industrial and commercial use; that south of Hartranft St. for residential use. The inclusion of commercial use, not proposed in the Comprehensive Plan, is considered an interim acceptance of existing land use.
Disapproval reaffirmed in reconsideration of Zoning Bill #954, Megargee and Cottage Sts., D-Residential to A-Commercial (9/8/61)	.2	This area is proposed for Residence in the Comprehensive Plan. Adequate Commercial facilities are provided nearby.
Disapproval of Zoning Bill #1358, Easton Rd. SW of Woolston Ave., C-Residential to Shopping Center-2 (9/8/61).	.9	The Plan proposes Residence for this area.

*Philadelphia City Planning Commission, Report on The Comprehensive Plan July 1961 - June 1962, Table 8.

Action and Location	Acreage	Comments
Disapproval of Zoning Bill #1387, Howland St. and Hunting Park Ave., D-Residential to A-Commercial (10/6/61).	.1	This site is proposed for Residence and developed as such; the area is adequately provided with commercial sites.
Disapproval of Zoning Bill #1392, 5th & Rockland Sts., D-Residential to A-Commercial (10/6/61).	.2	The Comprehensive Plan proposes Residence for this frontage and a Shopping Center immediately to the North.
Approval of Zoning Bill #1449, Stenton Ave. & Washington Lane, D-Residential and A-Commercial to Shopping Center-2 (11/3/61).	6.5	This block is proposed for a shopping center in the Comprehensive Plan.
Disapproval of Zoning Bill #1494, Rhawn St. and Summerdale Ave., C-Residential to A-Commercial (12/1/61).	.8	The Comprehensive Plan proposes Residence for this location and Free-standing Commercial immediately to the west at Rhawn and Algon Sts.
Approval of Zoning Bill #1336, Bustleton Ave. & Woodhaven Rd., A-Residential and A-Commercial to Shopping Center-2 (12/15/61).	10.7	This site is proposed for a shopping center in the Comprehensive Plan.
Disapproval of Zoning Bill #1509, Castor and Solly Avenues, C-Residential to A-Commercial (12/15/61).	.5	The Comprehensive Plan proposes Residence for this location.
Approval of Zoning Bill #1515 Hunting Park and Wayne Avenues, A-Commercial and General Industrial to Limited Industrial (12/15/61).	.3	This area is proposed for industrial use in the Comprehensive Plan.
Approval of Zoning Bill #1520, Frankford Ave. & Arendel St., B-Residential to Shopping Center (12/15/61).	1.0	This change is a logical expansion and strengthening of the shopping center proposed at this location in the Comprehensive Plan.
Disapproval reaffirmed in the reconsideration of Zoning Bill #1392, 5th & Rockland Sts., D-Residential to A-Commercial (1/5/62).	.2	The Comprehensive Plan proposes Residence for this site and shopping center directly to the north.
Approval of Zoning Bill #1540, Tulip and Tioga Sts., D-1-Residential to General Industrial (1/5/62).	.7	The Comprehensive Plan proposes this area for industrial use.

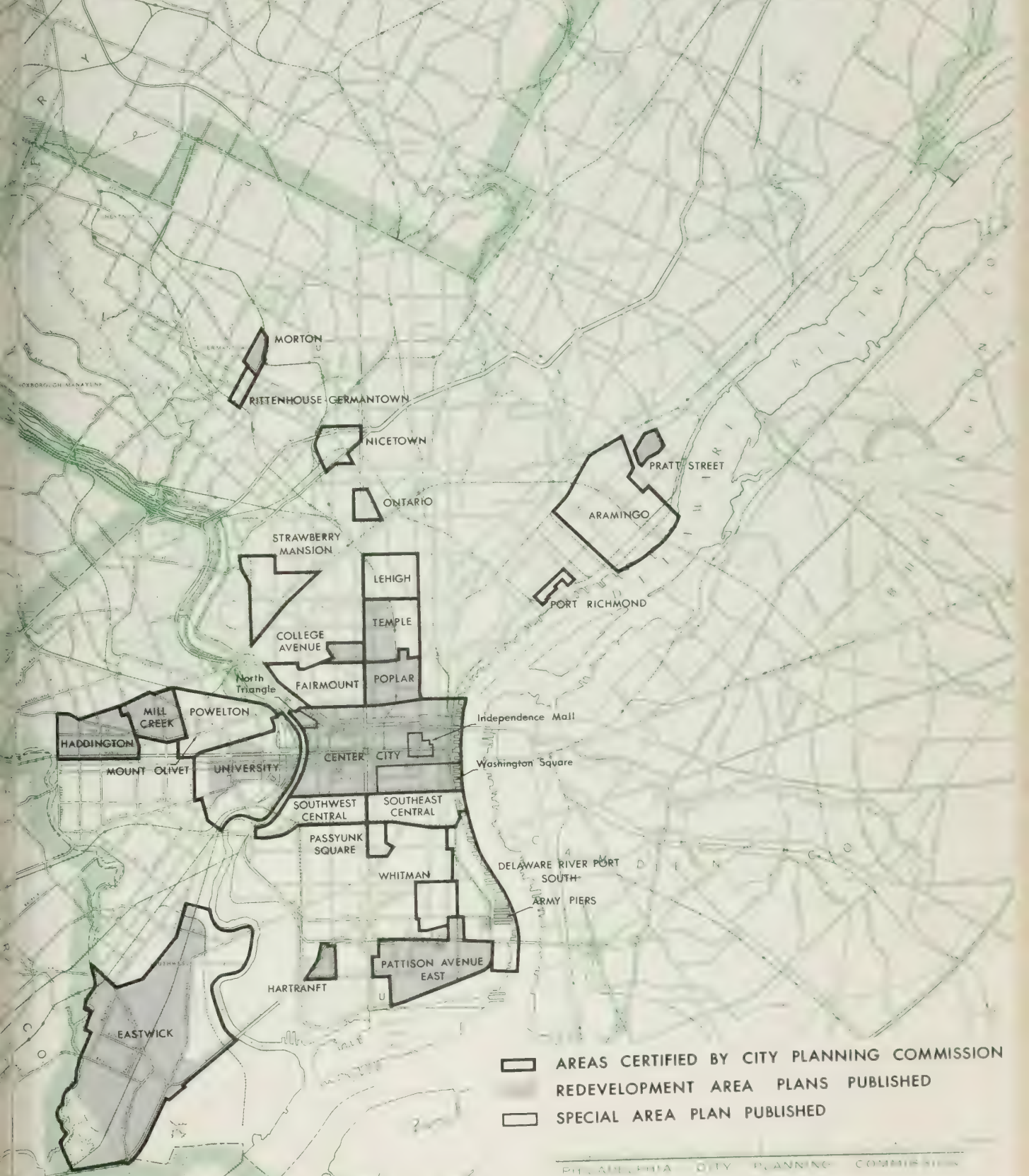
Action and Location	Acreage	Comments
Disapproval of Zoning Bill #1564, Knights & Dorchester Rds., A-Residential to A-Commercial (1/26/62).	.9	The Plan proposes Residence for this frontage.
Approval of Zoning Bill #1574, City Line Ave. & 50th St., A-Commercial and B-Residential to H-3-Residential (1/26/62).	.9	The Plan proposes high density (40-59) Residence at this location near the Bala Station of the Pennsylvania Railroad.
Disapproval of Zoning Bill #1583, Penn and Baynton Sts., D-Residential to General Industrial (1/26/62).	.5	The Plan proposes Residence for this location.
Approval of proposed acquisition of property for Playground, 20th & Tioga Sts. (2/16/62).	2.4	The proposed purchase of property (1 acre) at this location for playground purposes and the later acquisition of the rest of the block carries out the intent of the Comprehensive Plan which proposes a Playground at 22nd & Tioga.
Disapproval reaffirmed in the reconsideration of Zoning Bill #1358, Easton Rd. & Woolston Ave., C-Residential to Shopping Center-2 (3/2/62).	.9	The Plan proposes Residence for this area.
Disapproval of Zoning Bill #1596, 22nd and Spring Garden Sts., F-Residential to A-Commercial (3/2/62).	.4	The Plan proposes this Spring Garden frontage for Residence.
Approval of Zoning Bill #1608, Wayne Ave. & Rittenhouse St., C-Residential and A-Commercial to A-Commercial (3/2/62).	.3	The Comprehensive Plan proposes a regional shopping center at this location.
Approval of Zoning Bill #1611, Oxford Ave. & Levick St., C-Residential, Shopping Center-2 and General Industrial to H-2-Residential (3/2/62).	5.2	The Comprehensive Plan proposes this area for Residence.
Approval of Zoning Bill #1620, Oxford Ave. & Rutland St., A-Commercial to C-Residential (3/16/62).	1.3	The Plan proposes Residence for this frontage.

Action and Location	Acreage	Comments
Approval of City Property Ordinance #1614, 58th St. & Kingsessing Ave., for recreational purposes (3/16/62).	5.0	The Comprehensive Plan proposes a playground for the area adjacent to and overlapping this property.
Approval of City Property Ordinance #1621, 26th & Pine Sts., for recreational purposes (3/16/62).	1.1	The Comprehensive Plan proposes this frontage on the Schuylkill River for Park.
Approval of City Property Ordinance #1677, Frontenac and Tustin Sts., for recreational purposes (4/27/62).	.1	The acquisition of this property increases the area of an existing playground shown in the Comprehensive Plan.
Approval of Zoning Bill #1657, Addison & 18th Sts., A-Commercial to D-1 Residential (4/6/62).	1.2	This area is proposed for Residence in the Comprehensive Plan.
Disapproval of Zoning Bill #1533, Knights & Woodhaven Rds., A-Residential to A-Commercial (4/6/62).	2.7	The Plan proposed Residence for this Knights Rd. frontage.
Approval of City Property Bill #1775 for the acceptance of a gift of land at Graykyn Lane & Skye Dr. for park and recreational purposes (5/18/62).	3.6	This plot of land is proposed for recreational use in the Comprehensive Plan.
Approval of the Pratt Street Redevelopment Area Plan, area SE of Tacony & Bridge Sts. (6/19/62).	48.8	The entire area of the Pratt Street Redevelopment Area is proposed for Industry, as it is shown in the Comprehensive Plan.

APPENDIX D

PHILADELPHIA REDEVELOPMENT AREAS APRIL 1963

PHILADELPHIA REDEVELOPMENT AREAS



REDEVELOPMENT AREAS - DATE CERTIFIED

ARAMINGO - January 9, 1948
MILL CREEK - January 9, 1948; August 7, 1962*
OLD CITY - January 9, 1948; January 8, 1963**
PASSYUNK SQUARE - January 9, 1948
SOUTHEAST CENTRAL - January 9, 1948; January 8, 1963*
TEMPLE - January 9, 1948
TRIANGLE - January 9, 1948
UNIVERSITY - January 9, 1948; August 7, 1962*
POPLAR - February 11, 1948
SOUTHWEST CENTRAL - May 10, 1950; January 8, 1963*
LEHIGH - May 10, 1950
POWELTON - May 10, 1950; August 7, 1962*
EASTWICK - December 13, 1950
FAIRMOUNT - January 16, 1952
LOMBARD - January 16, 1952; January 8, 1963**
NORTH CENTRAL - January 16, 1952; January 8, 1963**
RITTENHOUSE-GERMANTOWN - November 19, 1952
PATTISON AVENUE EAST - November 17, 1954
MORTON - April 2, 1957
WHITMAN - December 3, 1957
NICETOWN - March 8, 1958
COLLEGE AVENUE - April 5, 1960
HADDINGTON - April 18, 1961; August 7, 1962*
HARTRANFT - August 4, 1961
ONTARIO - September 8, 1961
DELAWARE RIVER PORT SOUTH - November 17, 1961
PORT RICHMOND - March 2, 1962
PRATT STREET - March 2, 1962
STRAWBERRY MANSION - April 27, 1962
CENTER CITY - January 8, 1963

* Amended

** Superseded

Redevelopment Area Plans - Date Published

East Poplar - August 1948; June 1958*
Southwest Temple - September 1950
University - September 1950
**North Triangle - September 1950
***Penn Center - August 1952
West Poplar - July 1953
Mill Creek - September 1954
Eastwick - November 1954
Northwest Temple - March 1955
Pattison Avenue East - April 1955; March 1960*
**Washington Square - June 1957, September 1961*
Morton - January 1958
***Southeast Central 1 - September 1959
College Avenue - December 1960
***Independence Mall-1 - July 1961
Hartranft - September 1961
Haddington - March 1962
University City #3 - May 1962
Pratt Street - June 1962
Mount Olivet - September 1962
**Independence Mall - October 1962
Army Piers - February 1963
Center City - February 1963

* Amended Plan
** Special Area Plan within Center City
*** Superseded by later plan

Philadelphia City Planning Commission

REDEVELOPMENT AREAS - PHILADELPHIA

The following areas in the City of Philadelphia were certified for redevelopment and plans have been prepared by the Philadelphia City Planning Commission, under the Urban Redevelopment Law of Pennsylvania, approved May 24, 1945 (P.L. 991 as amended), on the dates stated:

ARAMINGO

Bounded on the north by Orthodox Street; on the east by the Delaware River; on the south by Venango Street; on the west by the Pennsylvania Railroad (Philadelphia and Trenton Railroad).

Certified January 9, 1948.

MILL CREEK

Bounded on the north by Girard Avenue; on the east by Belmont Avenue; on the south by Haverford Avenue; on the west by 52nd Street.

Certified January 9, 1948.

Amended August 7, 1962 by including block bounded by 52nd Street; 53rd Street; Wyalusing Avenue; and Girard Avenue.

Mill Creek Redevelopment Area Plan published September 1954.

(OLD CITY)

Bounded on the north by Vine Street; on the east by Delaware Avenue; on the south by Lombard Street; on the west by Seventh Street.

Certified January 9, 1948.

Amended November 7, 1956 - eastern boundary changed to pierhead line of Delaware River.

Superseded by Center City Redevelopment Area certified January 8, 1963.

PASSYUNK SQUARE

Bounded on the north by Washington Avenue; on the east by 11th Street; Reed Street, and 10th Street; on the south by Tasker Street; on the west by Broad Street.

Certified January 9, 1948.

Philadelphia City Planning Commission
Redevelopment Areas - Philadelphia

SOUTHEAST CENTRAL

Bounded on the north by Lombard Street; on the east by the Delaware River; on the south by Washington Avenue; on the west by Broad Street.

Certified January 9, 1948.

Amended January 8, 1963 by changing northern boundary to South Street.

Southeast Central I Redevelopment Area Plan published March 1959 for area bounded by South Street, Lombard Street, 2nd Street, and Front Street.

Plan superseded by the Washington Square Redevelopment Area Plan September 1961.

TEMPLE

Bounded on the north by Susquehanna Avenue; on the east by 5th Street; on the south by Girard Avenue; on the west by Broad Street.

Certified January 9, 1948.

Amended May 6, 1958, excluding block bounded by 8th Street; Girard Avenue; Franklin Street; and Thompson Street.

Southwest Temple Redevelopment Area Plan published September 1950, covering area bounded by Reading Railroad on the east; Broad Street on the west; Girard Avenue on the south; and Columbia Avenue on the north.

Northwest Temple Redevelopment Area Plan published March 1955, covering area bounded by Broad Street; Reading Railroad; Columbia Avenue; and Susquehanna Avenue.

TRIANGLE

Bounded on the north by Spring Garden Street, Pennsylvania Avenue, 20th Street, Vine Street, 18th Street, and Benjamin Franklin Parkway; on the east by West Penn Square; on the south by Market Street; on the west by Schuylkill River.

Certified January 9, 1948.

North Triangle Redevelopment Area Plan published September 1950.

Superseded by Center City Redevelopment Area certified January 8, 1963.

Philadelphia City Planning Commission
Redevelopment Areas - Philadelphia

UNIVERSITY

Bounded on the north by Market Street; on the east by the Schuylkill River; on the south by South Street, Spruce Street, and Woodland Avenue; on the west by 42nd Street.

Certified January 9, 1948.

Amended May 21, 1957 by including block bounded by Market Street; Lancaster Avenue; and 33rd Street.

Amended August 7, 1962. New area bounded by 44th Street; Baltimore Avenue; 43rd Street; the line of 43rd Street extended to the Schuylkill River; the Schuylkill River; Spring Garden Street; 31st Street, and Powelton Avenue.

University Redevelopment Area Plan published September 1950, of original certified area.

University City 3 Redevelopment Area Plan published May 1962 of area bounded by Powelton Avenue; Lancaster Avenue; 34th Street; Chestnut Street; the rear property lines of the properties fronting on 38th Street; Market Street; 39th Street; Filbert Street; and State Street. Preliminary Land Use Plan published May 1962.

POPLAR

Bounded on the north by Girard Avenue; on the west by Broad Street; on the east by 5th Street; and on the south by Spring Garden Street.

Certified February 11, 1948.

Amended May 6, 1958, by including block bounded by 8th Street; Girard Avenue; Franklin Street; and Thompson Street.

East Poplar Redevelopment Area Plan published August 1948 of area bounded by 5th Street; 9th Street; Spring Garden Street and Girard Avenue.

West Poplar Redevelopment Area Plan published July 1953 of area bounded by 9th Street; Broad Street; Spring Garden Street; and Girard Avenue.

Philadelphia City Planning Commission
Redevelopment Areas - Philadelphia

EASTWICK

Bounded on the north by 58th Street; on the east by the Schuylkill River; on the southeast by Penrose Avenue; by the boundary line of the Southwest Sewage Disposal Works between Penrose and Island Avenue; and by the boundary line of the Philadelphia International Airport; on the south and west by the City Line; on the northwest by Woodland Avenue; Island Avenue; Passyunk Avenue; Dicks Avenue; and Lindbergh Boulevard.
Certified December 13, 1950.
Eastwick Redevelopment Area Plan published November 5, 1954.

LEHIGH

Bounded on the north by Lehigh Avenue; on the east by 5th Street; on the south by Susquehanna Avenue; on the west by Broad Street.
Certified May 10, 1950.

POWELTON

Bounded on the north and east by the right-of-way of the Pennsylvania Railroad; on the south by Market Street; on the west by 46th Street; Haverford Avenue; 44th Street; and Belmont Avenue.
Certified May 10, 1950.
Amended May 21, 1957 by excluding block bounded by Market Street; Lancaster Avenue; and 33rd Street.
Amended August 7, 1962 by excluding area south of Powelton Avenue.
Mount Olivet Redevelopment Area Plan published September 1962 for area bounded by 42nd Street; 41st Street; Holly Street; Haverford Avenue; and Fairmount Avenue.

SOUTHWEST CENTRAL

Bounded on the north by Pine Street; on the east by Broad Street; on the south by Washington and Grays Ferry Avenues; on the west by 34th Street and the Schuylkill River.
Certified May 10, 1950.
Amended January 8, 1963, by changing northern boundary to South Street.

Philadelphia City Planning Commission
Redevelopment Areas - Philadelphia

FAIRMOUNT

Bounded on the north by Girard Avenue; on the east by Broad Street; on the south by Spring Garden Street; on the west by Pennsylvania Avenue running northwest from Spring Garden Street to Girard Avenue.

Certified January 16, 1952.

(LOMBARD)

Bounded on the north by Market Street; on the south by Lombard Street; on the east by 7th Street; on the west by Broad Street and City Hall Square.

Certified January 16, 1952.

Amended November 7, 1956; boundary extended north from Sansom Street to Market Street.

Superseded by Center City Redevelopment Area certified January 8, 1963.

(NORTH CENTRAL)

Bounded on the north by Spring Garden Street; on the east by the pierhead line of the Delaware River; on the south by Vine Street from pierhead line of the Delaware River to 7th Street; down 7th Street to Market Street; west on Market Street to Benjamin Franklin Parkway; northwest on Benjamin Franklin Parkway to 18th Street; north on 18th Street to Vine Street; west on Vine Street to 20th Street; north on 20th Street to Pennsylvania Avenue; and from there northwest on Pennsylvania Avenue to Spring Garden Street.

Certified January 16, 1952.

Amended November 7, 1956, (pierhead line instead of Delaware Avenue).

Superseded by Center City Redevelopment Area, certified January 8, 1963.

RITTENHOUSE-
GERMANTOWN

Bounded on the northeast by Germantown Avenue; on the southeast by Cheltenham Avenue; on the southwest by the Chestnut Hill Branch of the Pennsylvania Railroad; and on the northwest by Rittenhouse Street.

Certified November 19, 1952.

Philadelphia City Planning Commission
Redevelopment Areas - Philadelphia

PATTISON AVENUE
EAST

Bounded on the north by Packer Avenue from 13th Street east to Front Street; Front Street from Packer Avenue north to Oregon Avenue; Oregon Avenue from Front Street east to Vandalia Street, Vandalia Street from Oregon Avenue south to Packer Avenue; Packer Avenue from Vandalia Street east to Delaware Avenue; Delaware Avenue from Packer Avenue south to Pattison Avenue and the Pennsylvania Railroad right-of-way; Pennsylvania Railroad right-of-way from Delaware Avenue west to 11th Street, 11th Street from the Pennsylvania Railroad right-of-way north to Pattison Avenue; Pattison Avenue from 11th Street west to Broad Street; Broad Street from Pattison Avenue north to Geary Street; Geary Street from Broad Street east to 13th Street; 13th Street from Geary Street north to Packer Avenue and point of beginning.

Certified November 17, 1954.

Pattison Avenue East Redevelopment Area Plan published April 1955;
Amended March 1960.

MORTON

Bounded on the southwest by Germantown Avenue; on the northwest by High Street; on the northeast by Belfield Avenue and Musgrave Street; and on the southeast by the Chestnut Hill Branch of the Reading Railroad and Cheltenham Avenue.

Certified April 2, 1957.

Morton Redevelopment Area Plan published January 21, 1958.

Philadelphia City Planning Commission
Redevelopment Areas - Philadelphia

WHITMAN

Bounded on the north by Snyder Avenue; on the east by Swanson Street; on the south by Oregon Avenue from Front Street east to Swanson Street; Bigler Street extended to Front Street; the northerly right-of-way line of the Delaware River Port Authority; on the west by Randolph Street; Oregon Avenue, and 6th Street north to Snyder.

Certified December 3, 1957.

Preliminary Land Use Plan published December 1962.

WICETOWN

Bounded on the north by Wingohocking Street; on the east by Broad Street; on the south by Roosevelt Boulevard to Germantown Avenue to Luzerne Street to Hunting Park Avenue; on the west by Pulaski Avenue extended to the right-of-way line of the Tabor Branch of the Reading Railroad. Certified March 18, 1958.

COLLEGE AVENUE

Bounded on the north by Master Street; on the east by Broad Street; on the south by Girard Avenue; on the west by South College Avenue and Ridge Avenue.

Certified April 5, 1960.

College Avenue Redevelopment Area Plan published December 6, 1960.

HADDINGTON

Bounded on the north by Haverford Avenue to Girard Avenue to 52nd Street; on the east by 52nd Street; on the south by Market Street; and on the west by 63rd Street.

Certified April 18, 1961.

Amended August 7, 1962 by excluding block bounded by 52nd Street; 53rd Street; Wyalusing Avenue; Girard Avenue.

Haddington Redevelopment Area Plan published March 16, 1962.

Philadelphia City Planning Commission
Redevelopment Areas - Philadelphia

HARTRANFT

Bounded on the north by the right-of-way line of the Delaware River Port Authority and Moyamensing Road; on the east by 20th Street; on the south by Pattison Avenue; and on the west by Penrose Ferry Road. Certified August 4, 1961.

Hartranft Redevelopment Area Plan published September 1961.

ONTARIO

Bounded on the north by Venango Street; on the east by Germantown Avenue; on the south by Allegheny Avenue; and on the west by 15th Street.

Certified September 8, 1961.

DELAWARE RIVER
PORT SOUTH

Bounded by the northern line of Pier 38; the pierhead line of the Delaware River; Hoyt Street; Delaware Avenue; Packer Avenue; Vandalia Street; Oregon Avenue; Swanson Street; Snyder Avenue; Water Street; Reed Street; Front Street; Washington Avenue; and Delaware Avenue. Certified November 17, 1961.

Army Piers Redevelopment Area Plan published February 1963 includes area of Piers 96, 98, and 100 South and an area at the southwest corner of Delaware and Oregon Avenues.

PORT RICHMOND

Bounded by Richmond Street; Allegheny Avenue; Bath Street; Lippincott Street; Allen Street; Allen Street extended to Monmouth Street; Allen Street; and Cambria Street.

Certified March 2, 1962.

PRATT STREET

Bounded by Bridge Street; Tacony Street; Aramingo Avenue; Margaret Street; and the northern right-of-way line of the Frankford Creek.

Certified March 2, 1962.

Pratt Street Redevelopment Area Plan published June 1962.

STRAWBERRY MANSION

Bounded by Lehigh Avenue; 29th Street; York Street; the right-of-way of the Pennsylvania Railroad; 33rd Street; and Ridge Avenue.
Certified April 27, 1962.

CENTER CITY

Bounded by Spring Garden Street on the north; the pierhead line of the Delaware River on the east; South Street on the south; and the Schuylkill River on the west.
Certified January 8, 1963.

Center City Redevelopment Area Plan for entire area published February 1963.
Redevelopment Plans for portions of the Center City area include:

North Triangle - bounded by Vine Street expressway on the south; 20th Street on the east; Pennsylvania Avenue and Spring Garden Street on the north; and the Schuylkill River on the west. Published September 1950.

Penn Center - bounded by Broad Street; 18th Street; Market Street; and Vine Street. Published August 1952. Superseded by the Center City Redevelopment Area Plan, February 1963.

Washington Square - bounded by Walnut Street; South Street; 13th Street; and the pierhead line of the Delaware River. Published June 1957; amended September 1961.

Independence Mall 1 - bounded by 6th Street; 7th Street; Chestnut Street; and Market Street. Published June 1961. Superseded by the Independence Mall Redevelopment Area Plan, October 1962.

Independence Mall - covers area from Race Street to Arch Street between 5th Street and 7th Street, and from Arch Street to Chestnut between 4th Street and 7th Street; the area east of 4th Street to Orianna Street, Franklin Court (Independence National Historical Park), and the east property line of 321 Market Street between the south property line of the Arch Street Meeting and Chestnut Street.
 Published October 1962.

REDEVELOPMENT

STEPS

ACTION REQUIRED

CERTIFICATION .

By Planning Commission
To Redevelopment Authority.

=

Designation of area
for redevelopment.
Description of Blight -
conditions in area.



APPROVAL BY
COMMISSION .



REDEVELOPMENT

AREA PLAN .

By Planning Commission
To Redevelopment Authority.

=

Contains -
proposed land uses,
street changes, zoning,
standards of development,
site plan, estimated ac-
quisition costs, number
of families displaced, controls.



APPROVAL BY
COMMISSION .



SURVEY & PLANNING

APPLICATION .

By Redevelopment Authority
To Urban Renewal Administration .

=

Estimated Survey & Planning
budget. Description of area
including extent of uses,
condition of structures,
corrective measures to be
employed, estimated cost.



COMMISSION REVIEW .

(ORDINANCE OF COUNCIL) .
COMMISSION RECOMMENDATION
COUNCIL APPROVAL .



PROCEDURE

STEPS

ACTION REQUIRED



LOAN & GRANT

PART I.

By Redevelopment Authority
To Urban Renewal Administration.

=

Final project report area including project data, Urban Renewal Plan, project improvements report, land acquisition, relocation, land disposition, cost estimates and financing, local plans & program reports, legal data.



DIRECT TO URBAN RENEWAL
ADMINISTRATION.
NO LOCAL ACTION REQUIRED.



PROPOSAL

Urban Renewal Plan
By Redevelopment Authority
To City Council.

=

Contains items included in Redevelopment Area Plan & Relocation plan. Contract may accompany Urban Renewal Plan.



COMMISSION APPROVAL.
(ORDINANCE OF COUNCIL).
COMMISSION RECOMMENDATION.
COUNCIL APPROVAL.



LOAN & GRANT

PART II.

By Redevelopment Authority
To Urban Renewal Administration

=

Local project approval data including Urban Renewal Plan, resolutions of Council, approval of Urban Renewal Plan & relocation plan, agreements re-local grants in aid, answers to questions by Urban Renewal Administration, evidence of required public hearings.



DIRECT TO URBAN RENEWAL
ADMINISTRATION,
NO LOCAL ACTION REQUIRED.



CONTRACT.

Between Redevelopment Authority
& Selected Developer

=

Contract with selected developer for specific project in Redevelopment Area.



URBAN RENEWAL ADMINISTRATION
APPROVAL.
COMMISSION APPROVAL.
(ORDINANCE OF COUNCIL).
COMMISSION RECOMMENDATION.
COUNCIL APPROVAL.



APPENDIX E

C
O
P
Y

October 6, 1961

Mr. Richard C. Bond, Chairman
Mayor's Stadium Site and Cost Committee
John Wanamaker
1300 Market Street
Philadelphia 7, Pennsylvania

Dear Mr. Bond:

In response to your request, the City Planning Commission has reviewed the Comprehensive Plan in relation to the problem of securing a site for the proposed stadium. The attached memorandum presents an analysis of fifteen sites which were considered.

From this study five sites were recommended for further detailed study, based on general planning considerations rather than detailed analyses. Any one of the five sites recommended would be acceptable to the Planning Commission providing the detailed studies indicate that they are practical.

Sincerely yours,

G. Holmes Perkins
Chairman

POTENTIAL STADIUM SITES

The Comprehensive Plan, in the section on General Concepts, presents the principle that non-distributable facilities, such as a stadium, should be concentrated in the center or at points of intersection in the transportation system. At these points, they are accessible to the maximum number of people by the minimum travel time.

Fifteen sites are here analyzed which are at the crossing of a high speed, high volume transit line and an expressway (existing or proposed to be completed within the next six years). The existing Connie Mack Stadium was also analyzed.

These sites were measured against the following criteria:

1. Accessibility,
2. Relation to adjacent land uses,
3. Displacement of existing uses and conflict with alternative proposals,
4. Site availability.

The staff recommendations are as follows:

Location #1: Sites A and B, Connie Mack Stadium.

Not recommended because of its poor access and the disruption of the community.

Location #2: Sites A and B, Broad and Hunting Park.

Not recommended because of its disruption of the community. Expressway facilities are not adequate to handle the anticipated traffic.

Location #3: Site A, 30th Street.

Recommended for further study.

Site B, 30th and Walnut.

Recommended for further study.

Site C, 22nd and Race.

Not recommended because of its intrusion into a proposed residential area.

Location #4: Broad and Pattison.

Recommended for further study.

Location #5: Site A, 11th and Vine.

Recommended for further study in relation to Market East.

Site B, Broad and Vine.

Not recommended because of its further distance from Market St. and Commuter Railroad than Site A and Site A is preferable.

Location #6: 8th and Race.

Recommended for further study.

Location #7: Sites A and B, 2nd and Spring Garden or Vine.

Not recommended because of its isolation from Center City.

Location #8: Site A, 2nd and Market.

Not recommended because of its disruption of the surrounding development.

Site B, Waterfront at Chestnut.

Not recommended because it conflicts with the proposed waterfront development.

LOCATION #1: CONNIE MACK STADIUM

To provide adequate parking area and street capacity, two alternatives are possible:

Site A

68 acres - parking for 6800 cars proposed.

To acquire the area bounded by Cambria, 22nd, Pennsylvania Railroad, 19th, Sedgley, 17th, and widen 21st Street from Cambria to Allegheny Avenue.

Site B

56 acres - parking for 5600 cars proposed.

To acquire area bounded by Clearfield, 22nd, Lehigh, 19th, and widen 21st Street from Clearfield to Allegheny Avenue.

For both sites:

1. The parking area would have to be acquired by condemnation.
2. The location is six blocks from rapid transit and 15 or more blocks from expressway ramps.
3. Parking costs could not be defrayed by any other user.
4. Automobile access is through residential areas and movement to the stadium would tend to congest arterials and local residential streets.
5. Many residences are in good condition, and industries which might have difficulty in relocating would be displaced.
6. Stadium is already built but would have to be renovated.
7. Parking areas would be out of scale with residential areas to the west.
8. Cost of widening 21st Street.

LOCATION #2: HUNTING PARK VICINITY

Site A (Boundaries: Roosevelt Blvd. Extension; Broad St., Hunting Park Ave.; Germantown Ave.)

44 acres - parking for 5655 cars proposed.

1. The land would have to be acquired by purchase and condemnation. It is in the Nicetown Redevelopment Area.
2. Subway station is on the site. There is direct access to the Roosevelt Expressway but none of the ramps is designed for large loads, nor are there adequate acceleration lanes or exits.
3. A small part of the parking costs could be defrayed by other users working in the adjacent industrial area.
4. Arterial and neighborhood streets would be overloaded at game times. The residential neighborhood north of the site would be adversely affected by traffic congestion.
5. Existing residential and commercial uses would be displaced. The redevelopment plan for the area does not propose any extensive clearance since most of the buildings are in good condition.
6. No exceptional costs of construction.
7. The building would not be out-of-scale in this setting.
8. The acquisition of this site would involve unanticipated redevelopment costs.

Site B (Existing Hunting Park. Boundaries: Roosevelt Blvd. Ext.; 9th St.; Lycoming St.; Old York Rd.)

48 acres - parking for 6235 cars proposed.

1. The land is City-owned park land.
2. The site is 1 block from rapid transit. There is direct access to Roosevelt Boulevard Expressway but none of the ramps is designed for large loads nor are there adequate acceleration lanes or exits.
3. Multiple-use parking is not possible on this site.
4. Arterial streets and expressway access routes would be overloaded at game times. Residential areas adjacent to the park would be adversely affected.

Site B (cont'd.)

5. The stadium would displace an extensively developed existing park with both indoor and outdoor facilities that are used at all seasons by all age groups.
6. No exceptional cost of construction.
7. The stadium would not be out of scale with the expressway and ramps. The parking could be masked from surrounding residential neighborhood by a buffer zone.
8. The cost to the City of replacing Hunting Park cannot be calculated because no land exists which is suitable for a comparable large park in the area.

LOCATION #3: VICINITY OF 30TH AND MARKET STREETS

17 acres - 4,000 parking spaces on site
 3,185 existing parking spaces within 6 blocks

Site A (30th and Arch Streets)

1. Available by purchase from one owner.
2. Excellent access from subway, subway surface and commuter railroad. Direct access from Schuylkill Expressway.
3. Parking must be provided in garages and is useable by railroad passengers, Drexel personnel, and some commercial parkers.
4. Well related to adjacent uses.
5. No displacement or conflict with proposals.
6. Stadium must be built on structure over railroad involving extra cost.
7. Stadium would be in scale with the station, the expressway, the river and the museum.
8. Cost of improving 32nd Street.

Site B (30th and Walnut Streets).

- 31 acres - parking for 3,900 cars proposed on site (and 2,100 cars in two proposed garages within one block).
1. Most of the land is available for sale. Condemnation of two small properties would be required.
 2. Location is accessible from rapid transit and commuter railroad and has direct access from two interchanges on the Schuylkill Expressway.
 3. A small part of the parking costs would be defrayed by other users.
 4. Automobile access is directly by expressways and major arterials. Congestion would occur if other major facilities were being used at the same time.
 5. Relocation of 2 relatively small industries would be required. University of Pennsylvania has asked that this land be set aside for expansion of their physical science campus.
 6. No excessive construction costs because stadium would not be built over tracks.

Site B (cont'd.)

7. Stadium would be in scale with buildings in area.
8. Cost of improving 32nd Street from Market to South Street.

Site C (22nd to Schuylkill, Arch to Vine)

1. Land is in many ownerships, requiring redevelopment powers to assemble.
2. With a pedestrian connection across the river to 30th Street Station, access to transit and railroad would be good. Site is accessible from both the Schuylkill and Vine Street Expressways.
3. Parking must be provided in garages and is only useable to a few institutional uses to the east.
4. Site is adjacent to a proposed residential area to the east and north.
5. Site is under consideration for high apartments and park.
6. No exceptional cost of construction.
7. Stadium would be in scale with the other buildings on the river, but would overshadow the residential buildings to the east.
8. City would be required to relocate 23rd Street and might share the cost of the pedestrian bridge.

LOCATION #4: BROAD STREET AND PATTISON AVENUE

108 acres - parking for 5230 cars existing south of Pattison Avenue; parking for 4270 cars proposed north of Pattison Avenue. Overflow parking in Roosevelt Park and possibly Food Center Lots.

1. Most of the land is City-owned. A bowling alley, drive-in theater and vacant land would have to be purchased or condemned.
2. Location is adjacent to a rapid transit terminal and 3 to 5 blocks from ramps of two separate expressways.
3. Some parking costs would be defrayed by park-and-ride facilities for the subway extension.
4. Automobile access is by expressways and major arterials. Does not affect adjacent uses.
5. The bowling alley and drive-in theater could be easily relocated.
6. Because of subsoil conditions, there might be high cost of foundations.
7. Stadium would be in scale with the area.

LOCATION #5: BROAD AND VINE STREETS

Site A (Boundaries: Vine Street; 11th Street; Race Street; 13th Street)

Acres: 8

Cars: 3000 proposed in Market East
 2590 existing in 3-block radius
410 on site

6000 Total

1. Certified Area. The land is in many ownerships and would be difficult to assemble.
2. The site is easily accessible to major transit stops and commuter railroad stations. Access from Vine Street Expressway by service roads and ramps to Market East.
3. There is already a large supply of commercial parking in the area, so only a small facility for 410 cars would be needed. This facility could have multiple use.
4. Adjacent uses are mainly commercial, and traffic movements would not be detrimental to them.
5. Service facilities for Center City would be displaced. Demolition of the cheap loft space these facilities now occupy would produce a shortage which is difficult to replace at the prices these users can afford.
6. Part of the seating areas would have to bridge streets.
7. The building would not be out of scale with the surrounding buildings.
8. The acquisition of the site would involve unanticipated redevelopment costs.

Site B (North side of Vine Street West of Broad Street)

This site has similar characteristics to Site A, but is farther from Market Street and commuter railroad.

LOCATION #6: 8TH AND RACE STREETS

11.4 acres - parking for 750 cars on site plus 800 existing and 4450 proposed within 3 blocks.

1. Land would have to be condemned under redevelopment powers. Site is within an active redevelopment area.
2. Located at rapid transit stop for New Jersey high-speed line and Ridge Avenue Subway. Within 2 blocks of Market Street Subway and commuter railroad station. Located between two sets of ramps from Vine Street Expressway.
3. Parking costs would be defrayed by other users.
4. Automobile access would be largely by expressway and major arterials. There might be congestion of local streets south of Vine Street on shopping nights.
5. Existing uses will be relocated under redevelopment process whether or not stadium is built here.
6. Stadium would be built over Ridge Avenue Subway and commuter railroad connection.
7. Stadium would be in scale with the area.

LOCATION #7

SITE A--2ND AND SPRING GARDEN STREETS

SITE B--2ND AND VINE STREETS

1. Both sites are in many separate ownerships.
2. The new station on the relocated portion of the Frankford Elevated would be located at the stadium. Access from the expressway would be at 5th and 6th Streets from the Vine Street Expressway or at the Girard Avenue interchange on the Delaware Expressway.
3. Land for parking would be expensive to acquire, but garages are difficult to justify since there is little demand for parking in these areas.
4. Since these areas are proposed to be industrial, the stadium would have little effect on the area. The area would be deserted at times when the stadium is in use.
5. A few substantial industries are located here. The area is proposed as industrial, but none of the areas is committed to specific new industries.
6. No exceptional cost of construction.
7. On Site A, the stadium is in scale with surrounding industry. On Site B, the stadium is in scale with the expressways, but not with the historic churches at 4th and New Streets.
8. Redevelopment costs are involved and certain north-south streets would have to be relocated.

LOCATION #8: DELAWARE EXPRESSWAY AND MARKET STREET

Site A (Boundaries: 2nd-Market-3rd-Chestnut Sts.)

1. Site would have to be assembled through redevelopment.
2. Accessible from 2nd Street station of Market Street Subway and from the Delaware Expressway at Market Street. Site is adjacent to the Chestnut Street transit.
3. Parking for 5400 cars is proposed to be developed within 6 blocks as part of other developments.
4. This location is adjacent to the National Park and its use conflicts with the tourists and with the waterfront activities.
5. There would be no serious problems of displacement.
6. No exceptional cost of construction.
7. Site is small and a building of the scale of the stadium would dwarf the historic buildings around it.
8. Assembly of the site involves redevelopment costs.

Site B (Waterfront at Chestnut Street)

11.4 acres - parking for 5400 cars within 2 to 6 blocks of stadium.

1. Land is City-owned.
2. Located within 3 blocks of subway, and within 1 block of expressway ramps.
3. Parking for 5400 cars is proposed to be developed within 6 blocks as part of other developments.
4. No specialized parking would be required for the stadium. There might be congestion on local streets on shopping nights. Stadium would be used at the same time as some of the waterfront activities.
5. Site conflicts with proposal for the Academy of Natural Sciences.
6. Stadium would be built on pilings over the water, which would substantially increase the cost.
7. Building would be out of scale with waterfront development.

APPENDIX F

Estimated Land Disposition Proceeds
Independence Mall Renewal Area*

The estimated resale value of \$17,066,300 for 1,625,500 square feet was derived as follows:

<u>Proposed Reuse</u>	<u>Square Foot Area</u>	<u>Reuse Value Per Sq. Ft.</u>	<u>Resale Value</u>
Institutional	15,200	\$ 0.75	\$ 11,400
Institutional	25,300	2.00	50,600
Apartment House	84,400	5.00	422,000
Wholesale and/or Light Manufacture	138,000	5.00	690,000
"	201,700	6.00	1,210,200
"	288,500	7.00	2,019,500
"	102,200	7.50	766,500
Commercial	60,800	8.00	486,400
"	65,600	10.00	656,000
"	37,600	11.00	413,600
"	87,100	12.50	1,088,800
"	198,100	15.00	2,971,500
Hotel or Motel	73,800	15.00	1,107,000
Commercial	41,300	17.50	722,800
"	39,900	20.00	798,000
"	<u>166,000</u>	22.00	<u>3,652,000</u>
	1,625,500		\$17,066,300

*Philadelphia Redevelopment Authority, Independence Mall Redevelopment Renewal Area: Survey and Planning Application, March 1960, Section R110.8.6.

APPENDIX G

CITY OF PHILADELPHIA AND NAVY PLANNING COMPARISONS

Throughout our study of the Philadelphia planning system, we noted a number of interesting comparisons and similarities between the City's planning and capital improvement program and that of the Navy's Shore Facilities Planning System. Since the military planning system has not been covered in the main text of the thesis, a brief background will be presented and comparisons made concurrently with the Philadelphia process at key points.

Navy shore facilities (stations and activities), totaling nearly 7,000 in number with a land area of approximately five million acres, represent in land value and capital improvements an investment of approximately \$11 billion. In an era of level military funding by Congress and rising costs for weapons systems, funds for the shore establishment are being reduced. Thus, the necessity for comprehensive planning has become increasingly important.

Until recently (1960), the development of the Naval shore establishment was planned under the Shore Station Development Board System (SSDB). Planning in this system started at the station or activity level with little guidance from higher commands. The activity considered its mission and projected facilities requirements necessary to accomplish their mission as best they could. This system developed a proposed construction program of over \$7 billion.

Activities presented their requirements as a program of individual projects with justifications and priorities. These projects,

when approved by higher authority, were considered to be the Shore Station Development Plan (SSDP). As projects were submitted by activities, they were added to a General Development Plan (a map) which specified location and showed interrelations with other facilities. The General Development Plan further depicted projects "considered desirable" over a twenty-year development period. This plan was somewhat comparable to a comprehensive plan.

The activity plans were reviewed by the following:

The District Public Works Office--for technical features and validity of construction estimates;

The Commandant of the Naval District, who placed all the District activity's projects in an integrated priority list;

The Sponsor Bureau of the activity, who reviewed these projects and integrated them into a priority list for projects from all activities under their purview;

These projects were then successively reviewed and priority lists were prepared by the Bureau of Yards and Docks and the Chief of Naval Operations.

Finally, an integrated program of all Navy projects was presented to Congress with request for authorization and appropriations.

As noted, the SSDB procedures generated a proposed project program of \$7 billion. It was unwieldly and unrealistic. There was a real need for comprehensive planning of the shore establishment and a new system was devised and initiated in the fall of 1960.¹

¹The new planning system was promulgated by: Secretary of the Navy Instructions 4000.21 of 15 October 1960 and 5450.10 of 19 December 1961, and Chief of Naval Operations Instructions 11010.1C of 27 April 1960 and 11000.5 of 10 May 1961.

The new planning procedure--"Shore Facilities Planning System"--is diagrammed in Figure 47. In Phase I, the basic objectives of the Navy are determined in relation to the total capabilities and weapons systems to be employed. The Sponsors (Management Bureaus) establish the basic facilities required to support the weapons systems and promulgate guidance to the activities. This first phase is compatible with the establishment of goals in Philadelphia by the Planning Commission. In each case, broad policy guidance is given by the respective chief executives.

In Phase II, the activities inventory and assess their facilities and then compare these with the requirements provided by the Bureaus to determine deficiencies. This process is similar to the actions of the City planners and line departments in conducting surveys and inventory of the City's assets, comparing standards with objectives and goals, and developing plans and projects required for implementation of City objectives.

In Phase III, the Bureaus review deficiencies and corrective projects submitted by the activities, and prepare a five-year Shore Facilities Plan which is then submitted to the Chief of Naval Operations for approval. In Philadelphia, the Planning Commission and the line departments prepare a six-year Capital Program for approval by the City Council. The Shore Facilities Plan and the Capital Program are compatible in function in providing a guide for planning capital investment in the immediate future. The similar periods, five and six years, represent a logical period of program projection. While technological changes and other considerations may induce modifications

SHORE FACILITIES PLANNING CHART

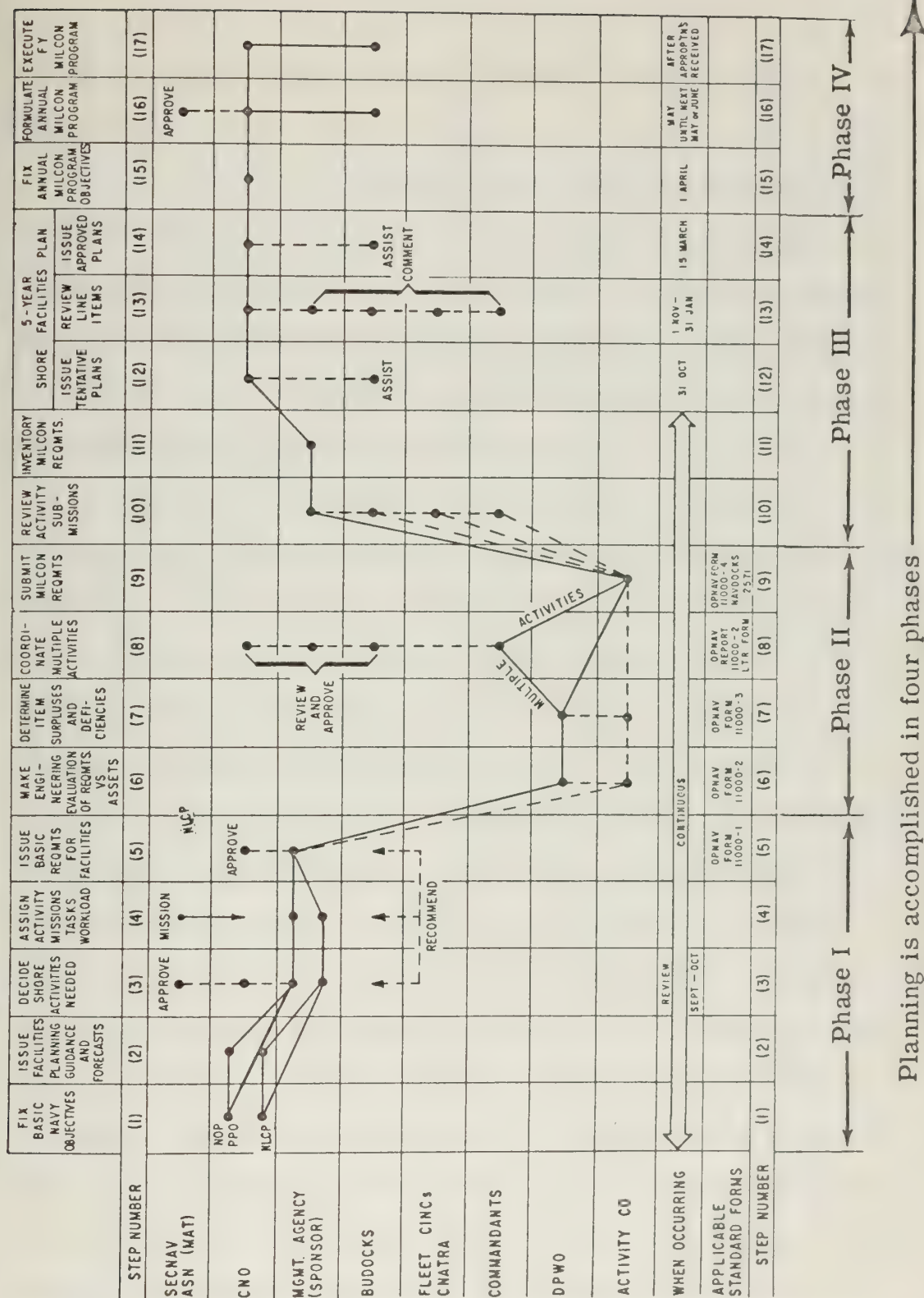


Figure 47

* Source: Department Of The Navy, Shore Facilities

Planning System (Brochure), May 1961.

in these programs, they represent a rational basis for program planning.

In Phase IV, the five-year Shore Facilities Plan becomes the basis for annual funding (military construction program, abbreviated MILCON in Figure 47). Congress, after review, hearings, etc., authorizes and appropriates funds for construction. This phase, then, is similar to the review of the Capital Program by City Council and the authorization of an annual Capital Budget.

While procedures vary in detail between the Navy's and Philadelphia's planning systems, the similarities are numerous. Most important in the adoption of the Shore Facilities Planning System as in the mandate of the Home Rule Charter, planning starts with guidance and criteria from the top. The change over the older procedures also brought change in who does the Planning in both the Navy and the City. In the Navy, responsibility was assigned to the Chief of Naval Operations and he has directed responsibility for technical and engineering evaluation in the system to the Bureau of Yards and Docks. In the City, the Planning Commission has been given responsibility for long range planning, for evaluating assets and for projecting corrective programs. Thus, responsibility for planning is placed with professionals who can best evaluate deficiencies and project requirements. The first two years of the new planning system in the Navy brought about a reduction in the requested Military Construction Program from \$7 billion to \$1 billion. An interesting departure between the two systems is the abandonment,

so to speak, of the old Navy General Development Plan in 1960, the year Philadelphia published its Comprehensive Plan. It appears from our study of Philadelphia and from personal experiences at various naval activities that a master or comprehensive plan for development of shore activities would be a valuable tool. In a military establishment, requirements and technological change may give rise to more frequent changes in a master plan than are necessary in a city; however, such a plan would provide refinement to the projection and site planning of facilities.

APPENDIX H

METHODOLOGY

Introduction

At the suggestion of our faculty advisor, we are including a brief discussion of our experiences and procedures in developing this thesis, together with suggestions for further research in relation to the Philadelphia Comprehensive Plan.

As part of the Naval Officers Postgraduate Educational Program, the Civil Engineer Corps of the U. S. Navy has sponsored our one year of study at Princeton University to obtain the degree of Master of Science in Engineering. Since many of our professional duties involve the planning of capital improvements to the Naval Shore Establishment, we elected to pursue a facilities planning option in our studies. We feel this program will give additional depth and breadth to our Civil Engineering backgrounds.

We decided that an investigation of the planning system employed in a large metropolitan complex would give us a broad-based study, while allowing us to investigate the factors and forces that exist in arriving at planning requirements and in developing a comprehensive plan for capital improvements.

Topic Selection

Conveniently located to Princeton University is Philadelphia, which is considered by many to be in the forefront of city planning. Furthermore, there is extensive published material on many aspects of the City's planning and political processes readily available in

the Bureau of Urban Research, Princeton University; the library of the Bureau of Municipal Research, Philadelphia; and the library of the Philadelphia City Planning Commission, to mention but three of the local sources of data. The City's planning reputation, ready source of data, and relatively convenient location for field trips made Philadelphia the logical metropolitan area to study.

Originally we contemplated a case study of city planning in Philadelphia as it pertained to planning projects for corrective action and improvements, and to the capital investment program, with a very broad area of coverage. We discussed this project with our faculty advisor and others more experienced with the planning process in Philadelphia, and found that this would be too ambitious a study to complete in the time available, and that there are extensive studies already completed on these aspects. There was, however, little information on the application of the Comprehensive Plan to specific development projects. Accordingly, we decided to focus our study on the formulation of the comprehensive plan and its application to specific projects since its adoption in 1960, as an area where contribution might be made and to provide an area for original investigation.

Joint Thesis

A joint thesis has both advantages and disadvantages and must be considered in relation to the breadth of the project to be undertaken and the interests, backgrounds, and experience of the authors. We found it to be somewhat restrictive in that considerable

duplication of effort is required in the basic and background reading and note taking before each author can pursue, singly, one aspect or project to its completion. Further, many hours of discussion are required to reach agreement and understanding of the aspects, extent, and context of the project, and in formulating results and conclusions. Compromise is often necessary.

A joint effort, however, allows the authors to undertake a broad study that would be prohibitive for a single author. It brings to bear two different backgrounds and points of view that serve to enrich the project. The periods of discussion encouraged multiple consideration in investigating and analyzing various aspects of the study. In this manner we could also trial test our data and conclusions.

In particular, a joint effort on Part III was most beneficial. We jointly selected the areas and limits of the work, then prior to a detailed study we would discuss all aspects of the project and develop hypotheses which we would then test as the study progressed. Areas of research in Philadelphia could be divided (such as one at the Planning Commission and one at the Redevelopment Authority), and, since we both were familiar with the scope of each other's project, we were alert for information and prepared to ask questions as opportunities arose.

Joint interviewing is of distinct advantage. A single interviewer is seriously hampered by either taking notes and thereby reducing the effectiveness of the "eye-to-eye" interview or by not taking notes and then reconstructing the interview at a later time.

In the joint interview one may engage in the discussion and be alert for attitudes and reactions, while the other takes notes.

A joint thesis may be summarized in this manner: Organization is a problem, but after the limits and scope of the undertaking are determined, nearly twice the coverage can be obtained in collecting data and conducting field investigation. In addition, a number of cogent discussions of ancillary topics, not within the scope of the thesis but pertinent to facilities planning, were most rewarding and informative.

Constraints and Further Refinements

Before projects could be investigated in relation to the comprehensive plan, extensive reading had to be completed on broad areas of city planning, government, politics and legislation. This was time consuming and required considerable duplication of effort. To assist in identifying the forces at work, we prepared a "who's who" of planning and government for Philadelphia. As names appeared in the literature, a card was prepared noting all important information on background, positions held, etc. This proved useful to the conduct of our thesis as it progressed, and enabled us to understand many interrelated actions.

Extensive background reading in government and planning, analysis of the comprehensive plan, and careful daily perusal of the Philadelphia Inquirer for news of developing projects and references of public opinion, were required prior to investigating specific projects. The number of projects to be investigated in testing the

application of the plan was of necessity somewhat limited. However, those projects chosen were not confined to one area of the city or to one type of land use, but embraced widely separated areas involving multiple considerations in each case to provide broad coverage of the types of forces that will change plans.

The analysis of projects in relation to the comprehensive plan has been limited to cases involving modification and/or changes in the plan, since these cases are the most instructive. With further study we would include statistical analysis and case studies of projects that have been completed in conformance with the plan. By comparing the conforming projects and those that caused change, the over-all control of the comprehensive plan on development would be weighted and its potential could be better extrapolated.

If additional study were possible, we would conduct further interviews with more people well versed in the topics investigated. This would provide greater depth to the projects and would apply a final touch of validity. Additional interviews with City officials (Mayor, members and the Director of the Planning Commission, and the Development Coordinator) and with project sponsors would give greater breadth to our investigations and perhaps more information on personal decisions and influences.

Extension of Research

Investigations of the Philadelphia Comprehensive Plan and its impact and application to development of the city have by no means been exhausted. During the course of our studies we briefly

viewed an interesting number of areas which were beyond the scope of the research reported here, yet are necessary to supplement published information on the Philadelphia planning process.

Study of the impact of various projects on the capital budget and program would prove fruitful and informative in a further economic evaluation of the Philadelphia experience.

In some respects, a weak link of the Philadelphia process can be the coordination of line department plans with the comprehensive plan. While the Managing Director and Director of Commerce are members of the Planning Commission, the purview of their departments is very broad and there are numerous opportunities for differences, negotiations, and compromises in their plans. The lack of detail and of plans for utilities, seaport, airport, and municipal buildings in the comprehensive plan further aggravates the potential for inadequate coordination. Detailed analysis of line department plans in relation to the comprehensive plan is, therefore, another area worthy of study.

We have also suggested other areas for possible study throughout Parts III and IV of the thesis, and, in particular, in Chapter 16 where we discuss anticipated changes. However, three areas should provide the most profound and far-reaching effects and will be further emphasized:

1. Zoning--Zoning Ordinances and the Comprehensive Plan must be made compatible for effective implementation of the Plan; analysis of the resulting adjustments should be instructive. Another area of study will be the role of the courts in correlating the Zoning Ordinance and the Comprehensive Plan. Since court interpretation has always been

a critical element in our society, the future trends and the role of a comprehensive plan may well be set by the precedents of the courts.

2. Urban Renewal--Urban renewal presently entails over fifteen per cent of the land area of Philadelphia and proved to be a fruitful area of study for us. Many project areas yet remain to be investigated.

3. Transportation--Transportation policies can produce great effects on land use. Only minor relocation or changes in policy can drastically affect adjacent land use, traffic patterns, modes of travel and other factors. This is a prime area for future analysis.

These examples by no means exhaust the possibilities for further research, but, from our experience, they will offer challenging and instructive work.

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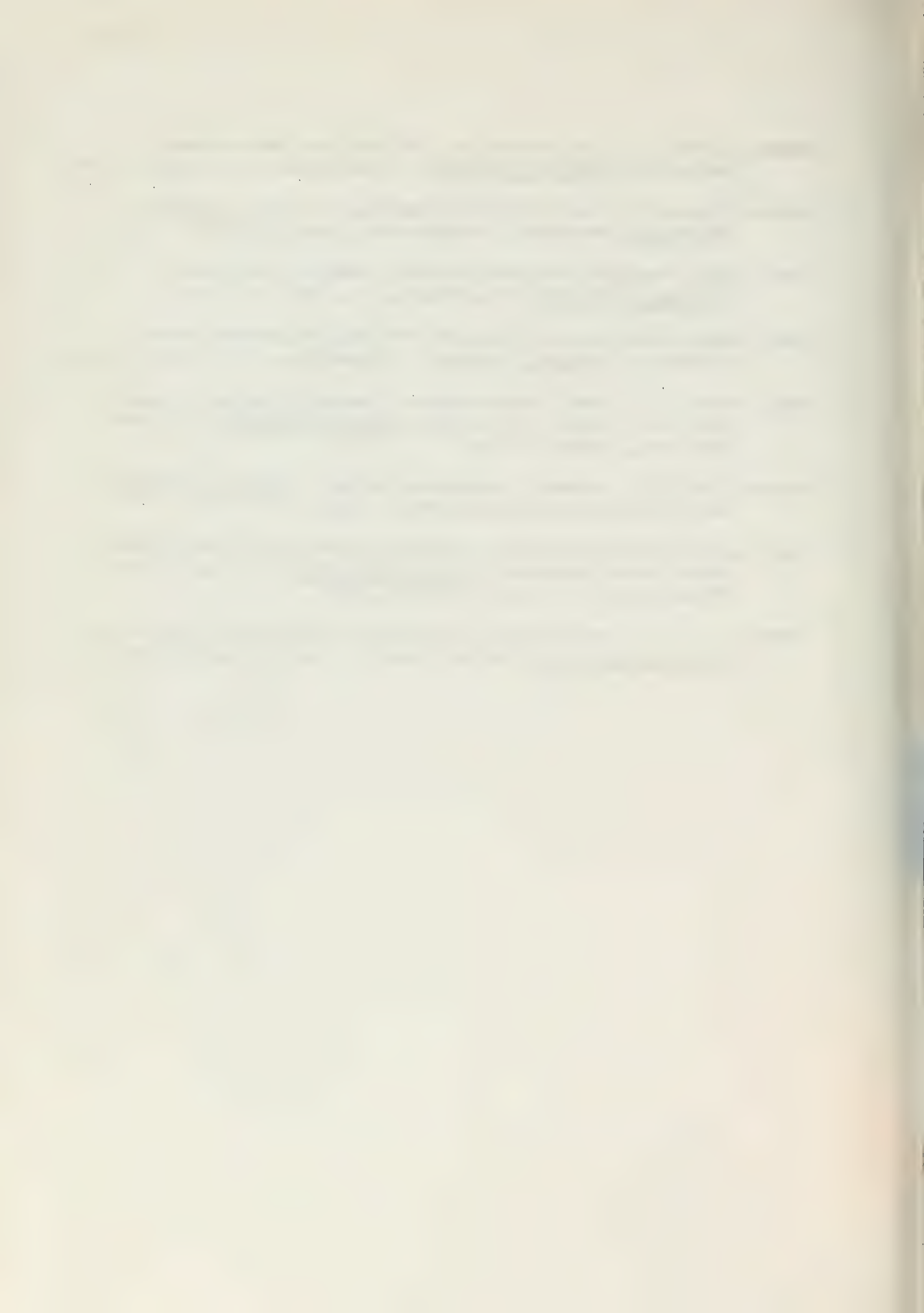


PHILADELPHIA CITY PLANNING COMMISSION—MARCH 1960

THE EXISTING LAND USE

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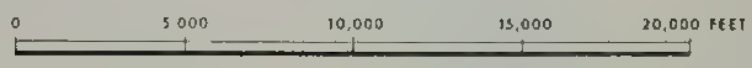
- RESIDENCE
- COMMERCE
- RECREATION
- INSTITUTIONS
- CEMETERIES
- INDUSTRY
- TRANSPORTATION & UTILITIES
- EXPRESSWAYS
- ARTERIALS





PHILADELPHIA CITY PLANNING COMMISSION—MARCH 1960

THE COMPREHENSIVE PLAN THE PHYSICAL DEVELOPMENT PLAN FOR THE CITY OF PHILADELPHIA



- RESIDENCE** (Dwelling units per net residential acre)
 - under 20
 - 20 to 39
 - 40 to 59
 - 60 and over
- COMMERCE**
 - CENTERS
 - FREE STANDING
- RECREATION**
 - PLAYGROUNDS & PLAYFIELDS
 - PARKS
- INSTITUTIONS**
 - CEMETERIES
- INDUSTRY**
 - TRANSPORTATION & UTILITIES
 - EXPRESSWAYS
 - ARTERIALS



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